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Ministry of Colleges and Universities

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TEACHER EDUCATION IN ONTARIO: CURRENT PRACTICE AND OPTIONS FOR THE FUTURE

A POSITION PAPER WRITTEN FOR THE ONTARIO TEACHER EDUCATION REVIEW BY

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Teacher Education in Ontario:
Current Practice
and
Options for the Future

Position Paper

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Preface

We have been fortunate in this review to have had access to a great range of material and ideas, and we have endeavoured to be responsive to the issues put before us. Although we may not have made recommendations covering all areas of concern to educational constituencies, we have tried to create a framework for productive discussion within which many of the more specific questions can be reconsidered. It should be understood clearly that this report is a **first** discussion paper. We saw our charge as an attempt to be imaginative, stimulating, not to be constrained by existing alternatives or short term practicality, and to be coherent and potentially helpful in addressing the many vexing matters of teacher education.

We should also be clear at the outset about our conceptualization of teacher education as a continuum. When many people think about teacher education, they think about preservice and add on inservice as an afterthought. Our approach is the opposite. We start with teaching and with the conditions of schooling for professionalism, work backward to preservice, and then forward to career-long inservice.

The body of the report consists of four chapters. Chapter 1, "The Why of Teacher Education Reform," describes the events that led up to the report and the methodology used. We identify the main pressures for reform in teacher education both internationally and in Ontario. Chapter 2, "The Way We Are," offers a brief history of preservice teacher education as background to a description of present teacher education in Ontario, and issues as seen by major stakeholders are outlined. We conclude the chapter by summarizing the main issues as we see them. Chapter 3, "On Being and Becoming a Teacher," marks a major transition in the report. It is a transition from "what is" to "what should be." Our primary proposal is to alter the common perception of teacher education. Therefore, Chapter 3 sets out a perspective for thinking about teacher education. The report's emphasis on starting with inservice education is captured in a section which discusses the importance and characteristics of schools as places of professional development. Chapter 4, "Reshaping Teacher Education," presents our proposals. We urge readers to consider each of the proposals, not in isolation, but in the context of the surrounding prose in Chapters 4 and 3, and to assess each recommendation as it relates to the full set of proposals.

A final point to be clarified is our use of the term "faculties of education." We are aware that the term "College of Education" applies to Brock University and that "Ecole des sciences de l'éducation" is used to describe the francophone education department at Laurentian University. We have used the term "faculties of education" in its generic sense for simplicity.

Whether the paper turns out to be helpful is largely a matter of how it stands the test of political and educational debate that will ensue. We look forward to hearing from interested and disinterested parties, and to participating in discussions during the meetings scheduled in the new year. We expect that the final report in July 1987 will be improved in significant ways as a direct result of the careful and imaginative scrutiny our suggestions will receive over the next several months.

In addition to invited responses from major stakeholders, we encourage written submissions from interested parties. These should be sent, no later than April 30, 1987 to:

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Acknowledgements

We received a great deal of assistance in preparing this report. The Teacher Education Review Steering Committee has been enormously helpful and attentive, while granting us full autonomy to develop the paper as we saw fit. We thank the Committee for a most enjoyable and productive continuing working relationship. The members of this committee are as follows:

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The various educational constituencies in the province were also of great service in providing information and ideas. We received the utmost cooperation from all concerned, and have benefitted in numerous ways in learning from those in the province who are most involved in teacher education.

Finally, we want to give thanks to Marvin Wideen (Simon Fraser University), David Hunt, Bill McKellin, Gary Pyper, Bob Sheridan and JoAnne Squires for their ideas and assistance in the preparation of this report.

Michael Fullan
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CHAPTER 1

The Why of Teacher Education Reform

Teacher education is practically everyone's, and yet no one's, obvious responsibility or priority (Lanier and Little, p. 529).

Background

Preparation of this position paper is the result of an ongoing concern about the nature and length of teacher education programs. While concerns about the future of teacher education have been expressed in many quarters, one document that stimulated the present review was the planning paper prepared by the Ontario Association of Deans of Education (OADE), entitled *Future Directions in Preservice Teacher Education in Ontario*, submitted in 1983 to the Council of Ontario Universities (COU). On the basis of research literature, and the current situation both in Ontario and in other jurisdictions, the OADE put forward several recommendations, the most central of which was to extend the current Ontario B.Ed. programs from one to two academic years.

After discussion of the OADE submission, COU struck a Special Committee on Teacher Education, chaired by Dr. Bernard Shapiro, to review the adequacy of current requirements for the professional training of teachers for certification in Ontario, and recommend suitable content, organization and duration for the preservice program. More specifically, the Special Committee was to examine the feasibility of a compulsory two-year B.Ed. program, and to compare this proposal to alternative ways of meeting the requirements.

In its 1984 report, the Committee concluded:

> *That although the arguments for some extension of the university teacher education program have merit, they are not such to suggest at this time an acceptance of the OADE recommendation for a two-year B.Ed. program (p. 3).*

The Committee went on to recommend the establishment of a Special Commission, broadly constituted, and with appropriate time and material resources, to study fully the matter of teacher education. In addition to the question raised by OADE about extension of the preservice program, the Special Committee pointed out:

> *It is now over fifteen years since Ontario's teacher education programs were placed within the Province's universities. The expectations at the time related partly to status considerations but much more importantly to the hope that the emerging relationship between the faculties of education and other university units would develop in a way beneficial to the teacher education program. In some cases this development has, no doubt, occurred; in others, it may not have, leaving the larger university community and the faculty of education relatively isolated with*

> *respect to each other. Quite aside from the important matters brought forward to COU by the OADE and the general importance of teacher education to the future of our society, this further matter would by itself be sufficient reason for [the establishment of the Special Commission] (p. 5).*

In response to this recommendation, the Executive Committee of the Ministry of Education/Ministry of Colleges and Universities established the Ontario Teacher Education Review Steering Committee in the spring of 1985. The principal goal was:

> *to generate a description of an appropriate teacher education program for the future, including the preparation required for it and on-going professional development* (Ministry of Colleges and Universities Status Report, p. 2).

The review was to examine all aspects of the education of teachers in Ontario, from admission to the faculties of education, through the preservice and orientation phases, to inservice and other professional development activities.

An eleven-member Steering Committee was appointed to head the review, chaired by Mr. Frank Clifford. The Steering Committee met regularly to discuss the issues and begin gathering data. A decision was made to commission a position paper, which would examine current policies and programs of teacher education in Ontario, and set out options for the future. Following a request for proposals, the research team from the Ontario Institute for Studies in Education was asked, in May of 1986, to prepare the paper.

In preparing the position paper, the researchers met regularly with the Steering Committee, but had complete autonomy in determining the issues and the recommendations. The basic assumption, shared by the researchers and the Steering Committee, is that teacher education must be seen as a continuum, from preservice through induction to inservice, that is, through the entire teaching career.

Methodology

The preparation of this position paper involved primarily the summary and analysis of existing data, supplemented by submissions from "major stakeholders" identified by the Teacher Education Review Steering Committee. This strategy was followed at the request of the Steering Committee itself, which wished to postpone requests to broaden the inquiry until the paper had been released. The paper, widely circulated, is to serve as a stimulus to public discussion of teacher education. Through meetings and the written submissions, all interested parties will be invited to respond to the ideas presented here.

The position paper is written in a non-technical style, which means that we have avoided footnotes and detailed referencing as much as possible. For each chapter, we have included a list of useful references, and have indicated the main sources for the material and ideas presented. Reference is often made to fuller statements. Such material is available from the Ministry of Colleges and Universities (MCU) on request. A bibliography listing publications relevant to teacher education is also available on request.

The descriptive and analytical part of the position paper draws on a variety of data sources. A complete list of documents, submissions and other sources is given in Appendix 2. The main sources are outlined below:

- descriptive profiles from each faculty of education.
- a literature survey prepared by Dr. T. Russell of Queen's University
- various documents and reports referred to us by the Steering Committee such as the Shapiro Report on Private Schools, the OTF report *The Clouded Crystal* and *The Early Primary Education Project*
- submissions from "major stakeholders" identified by the Steering Committee, invited to give proposals concerning the future of teacher education. A list of stakeholders (both anglophone and francophone) who were invited to make submissions is given in Appendix 1. Submissions were received from the following:
  - Association des surintendants franco-ontariens
  - Ontario Association of Alternative and Independent Schools
  - Ontario Association of Deans of Education (plus individual Faculties of Education)
  - Ontario Association of Education Administrative Officials
  - Ontario Catholic Supervisory Officers' Association
  - Ontario Teachers' Federation (see below)
- meetings with Teachers' Federations (Ontario Teachers' Federation (OTF), Federation of Women Teachers' Associations of Ontario (FWTAO), Ontario Public Schools Teachers' Federation (OPSTF), Association des enseignantes et des enseignants franco-ontariens (AEFO), Ontario Secondary School Teachers' Federation (OSSTF), and Ontario English Catholic Teachers' Association (OECTA). The particular concerns and perspectives of the affiliates on various aspects of preservice and in-

service teacher education were discussed.

- unsolicited letters and submissions received from a number of interested associations
- ongoing liaison with the Teacher Education Review Steering Committee, supplemented by interviews with such key persons as the Deputy Ministers of the two Ministries concerned, and the Director of the Centre for Primary and Junior Education.
- consultation with Prof. M. Wideen from Simon Fraser University, who met with the researchers in early November, and provided valuable input for the work.

Much of the data available to us concerning the current state of teacher education is not "hard data," in that we are often restricted to people's *perceptions* of the state of teacher education. Most of the information about faculties of education, for instance, comes from reports made by the faculties themselves, although we can compare the perceptions of faculties with, for instance, those of teachers' federations. This was not a project in which we were able to collect original data although, where possible, we have tracked down necessary information (about professional development in federations and boards, for example).

Finally, we examined the research and policy literature on teacher education. This literature provided a context for the consideration of issues, and informed our recommendations.

Pressures For Reform

Why should we review teacher education? What evidence is there that change might be in order? We start with the broader picture and then turn to Ontario. There certainly is no doubt about the need for reform in the minds of our American counterparts. Even a cursory glance at recent educational reports in the United States reveals an acute sense of urgency.

> *At stake is not the present status of teachers, but the future of the nation* (National Commission for Excellence in Teacher Education, A Call for Change).

The current teacher education program reform movement in the United States was triggered in 1983 by the report of the National Commission on Excellence in Education, *A Nation at Risk*, which raised serious questions about the quality of education in schools. It was inevitable that the spotlight would move to the quality of teaching, teachers, and teacher education. Two influential groups that proceeded to examine these topics recently reported on teacher education. The Holmes Group (a consortium of reform-minded deans of education) focused its report and future agenda for *Tomorrow's Teachers* (1986) on the goals of reform of both teacher education and the teaching profession. An even bolder initiative came from the Carnegie Task Force on Teaching as a Profession, *A Nation Prepared* (1986). Both reports raise serious concerns about the quality of candidates in teacher education, the nature of schools as workplaces, teaching as a career, and the initial preparation and ongoing professional development of teachers. They point to social forces that make reform in teacher education essential, such as the following:

- The goals of education have changed as the world around us has changed. The North American educational system was designed to teach students the basic skills needed for an industrial work force. As we now compete with other post-industrial societies, a more sophisticated educational system is needed to ensure a highly educated workforce.
- Teaching was originally an "in-and-out" job, in which people planned to spend a few years before moving into administration (men) or marriage (women). Teachers did not need to be highly trained, since they were spending little time on the job. This situation has changed: most teachers are highly trained career teachers. Yet teaching is still relatively "career-less," in the sense that little distinction in status or responsibility is made between novices and experts, and teachers reach salary ceilings quickly in comparison with other professionals. Such a pattern does nothing to encourage the development of professional skill and sophistication.

What these reformers are calling for is nothing less than a fundamental restructuring of the entire continuum of teacher education and teachers' professional work and status.

But what of Canada in general, and Ontario in particular? There have been some general calls for reform in teacher education across the country, Ontario included. Frankly, however, we do not detect any great sense of urgency for reform in teacher education in Ontario. Nonetheless we believe that major reforms are necessary if Ontario is to achieve any degree of excellence in teacher education. We also maintain that there are enough clear directions and favourable conditions for change, to make reform both desirable and timely.

There are several reasons why pressures

for reform of teacher education in Ontario are not mounting. (i) The quality of applicants to preservice programs is very high (some faculties are able to choose the top 20 percent of applicants); (ii) the salary and status of teachers is reasonably high, especially when compared to the United States; (iii) there is no current shortage of teachers; (iv) we have a richly funded, and client-satisfied inservice education system through the Additional Qualifications (AQ) courses, school board inservice, and the professional development activities of teachers' federations. As the Ontario Association of Deans of Education stated in their submission to us: "in general, the Deans believe that teacher education is in good condition..." (They did, as we shall report, call for some changes).

The current system is based on the following ingredients: reasonably high quality applicants, faculties attempting to improve their offerings, school boards working on the coordination of professional development and curriculum implementation, a rich and diverse inservice program, graduate programs, etc. The model runs on good inputs and proceeds in a loosely coordinated system. There is no disaster in the school system, and there probably would be no disaster in the future, even if no major changes were made. One could then stay with what we have, tinkering as the needs arise to address dissatisfactions and meet new demands.

But there are pressures and needs for reform. The main ones in Ontario as we see them are outlined below (not in order of priority) and elaborated in the course of the position paper.

- The continuum is not a continuum. Generally speaking, while teachers move from preservice to inservice, we suggest that many do so in an unsystematic, unsupported, hit-or-miss fashion.
- many dissatisfactions that now exist could add up to major problems in the future:
  - complaints of student teachers;
  - unrewarding nature of school associates' work;
  - problems of beginning teachers;
  - lack of research knowledge and research utilization;
  - public concern about the quality of education in schools;
  - lack of support and effectiveness for career-long inservice for teachers and others.
- the ambiguity in the role of faculties of education, torn between the demands of scholarship and those of the field, operating with overloaded agendas and limited resources.
- problems in the enhancement of the profession of teaching, both at the school and at the university levels. At the school level the central issue is the development of a thinking, skilled, effective profession of teachers. Within universities, the status of faculties and their abilities to relate equally and effectively to both university and field are at stake. The depressed status at both levels is perhaps the fundamental problem in faculties of education.
- the strange and anomalous lack of recognition of Ontario's teacher education outside Ontario, in Canada and internationally. Ontario is internationally known for its pioneering educational work in French immersion, language development, new information technology, women's studies, special education, etc. It is not known as a leader in the development of teacher education programs

and research knowledge – a role which should be natural given the quality of the people and financial resources devoted to teacher education in the province.

- the opportunity for reform. Never before have the conditions been more favourable: the knowledge both conceptually and practically of the nature of the changes needed; the elements and momentum already in place; the tremendous opportunity over the next five years for new leadership and renewal given the very high turnover in administrative positions at the school board level, in faculty positions at university level, and in other educational organizations; the healthy financial situation in relation both to existing and new resources; and the likelihood of cooperation among the major educational partners: government, boards, teacher federations, administrative officials, universities.

In this position paper, we have not attempted to specify all the details of change. Hence, we have not addressed certain important concerns raised by some constituencies, or implied by new legislation such as Bill 30 (Separate School Funding) and Bill 75 (French Language School Boards). These and other issues can be pursued in reaction to the paper, once a structure for debate has been established. We have, however, attempted to be clear about the direction of the changes and the key components which we are proposing.

The recommendations have four key features. First, the point of departure is a careful consideration of the nature of teaching, knowledge, and the school as a workplace. From this centrepiece, we work outwards to the teacher education sequence. Second, we have tried to construct a true continuum, conceptually, practically predictably. Among other things this requires bridging the gap between the preservice curriculum and the rest of the continuum, and relieving it of some of the burden of producing the fully qualified teacher. Teacher education is not the preservice curriculum; it is a continuous curriculum. Third, at all stages the emphasis is on clinically focussed teacher education with equal emphasis on theory and practice, and their necessary mutual dependency if reform is to occur. Fourth, interinstitutional cooperation is required at the policy and delivery levels. Giving up some aspects of control in return for new influences, and new examples of joint planning, responsibility and authority are essential to the recommendations.

This is a propitious time to take action. We estimate that if deliberate, major steps are not taken in the next year or so, it will be another 20 to 25 years before a similar opportunity arises.

The issue is whether Ontario has the will and know-how to move from "goodness to greatness" in teacher education. Progress on this scale is not a simple linear process. To make the breakthrough, we must create a new model, one that will demand major changes to the current system of teacher education. The purpose of the paper is not to point to shortcomings or to assign blame, but to emphasize that the time for action is now.

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CHAPTER 2

The Way We Are

In this chapter, we look at three aspects of teacher education in Ontario: (a) a brief history of teacher education, (b) a description of the current status of teacher education at each stage of the professional continuum, and (c) a preliminary discussion of the issues facing teacher education, as seen by the persons involved and by the researchers.

A. The Way We Were or How Preservice Teacher Education in Ontario Came To Be the Way It Is

Teacher Education Before 1847

Before 1847 teacher training or certification in Upper Canada was not required for those who wished to become school teachers. Frequently the elementary school teachers of this era were barely literate people (usually male) who had few other skills, and had to teach to earn a living. They would move from school to school as their positions became untenable or as better opportunities appeared. The pay was bad, and because teachers were required to board with the parents of their students, living conditions were often unacceptable.

The elementary schools of this era were called "common" schools, and were attended by the children who were able or allowed to go, regardless of the religious persuasion of their parents. From 1843 every child of whatever colour or race or creed could claim education as a right, a regulation which did not mean that education was compulsory for children. Many did not or were not able to go to school for a variety of reasons.

The teachers in the few secondary or "grammar" schools which existed (largely for the financially secure) were usually members of the clergy or people who had some university training. Of 38 masters appointed to district grammar schools in Upper Canada between 1807 and 1830, 22 were clergymen. The respect given to higher scholarship was so great that methodology courses were considered unnecessary. In 1883, when the Minister of Education proposed having a course of lectures offered by the Department of Education to prepare candidates for high school teaching, a number of objectors said that the graduates would rightly consider the requirement of attendance an indignity and a nuisance.

Egerton Ryerson and the Normal Schools

However, with the appointment of Egerton Ryerson as Superintendent of Education (1844-1876), education in Ontario was transformed. Through his efforts, the first "normal" school for the training of elementary school teachers was established in Toronto in 1847. At this time the developmental concept of education and the importance of method began to gain acceptance, along with the theories of Heinrich Pestalozzi and of David Stow.

The Toronto Normal School opened with 20 students, but the number soon rose to 54. In the second session in 1848, 118 students enrolled, 20 of them women. To be admitted, the candidate had to be at least 16 years of age, produce a certificate of good moral character signed by a clergyman, and have ability in reading, writing and arithmetic. The workload was heavy and largely content-oriented because of the students' lack of academic preparation. The twelve-week course of 1847 became a five-month session by 1865, and the candidates then received a Second Class certificate. An additional five months' training was necessary for a First Class certificate. The vast majority of teachers, however, received certificates from county boards of examiners enabling them to teach in that county whether they had received any teacher training or not. The responsibility for certifying elementary teachers was thus split between the Department of Education which ran the Normal Schools and provided some teacher training, and the county boards of education, which were able to hire unqualified people and certify them to teach in their schools.

In 1871 the Ontario School Act made education compulsory for all children, and reorganized secondary education. Not surprisingly, a teacher shortage developed, and to meet this need new normal schools were opened in Ottawa (1875), London (1900), and shortly after in Hamilton, Peterborough, Stratford and North Bay.

In a further effort to alleviate the teacher shortage, the Model School Training plan was established in 1877. A model school was an elementary school in which the principal held a First Class certificate and three other teachers held at least Second Class certificates. In the fifty model schools set up in Ontario, student teachers with one or two years of high school education received a brief apprenticeship, with some instruction reinforced by lectures from school inspectors. Successful candidates received Third Class certificates which could be upgraded through further education. The model schools were discontinued in the 1920's when all elementary teacher education was moved into the normal schools.

The Teacher Education Situation for the Roman Catholic and the Franco-Ontarian Communities

Until 1841 the children of Upper Canada who went to school attended the "common" schools, but in this year the right to establish denominational schools was established in Upper and Lower Canada. Responding to this new regulation, three nuns from Montreal opened a girls' school in Kingston on the invitation of the resident bishop. In 1843 the Legislature for Upper Canada passed an act which allowed the establishment of separate Catholic or Protestant schools, depending upon the religious affiliation of the teacher, and in 1855 a further regulation was passed which stated that teachers who were certified in either Upper or Lower Canada would be considered qualified in Upper Canada. Because of this regulation French-speaking and English-speaking clerics were able to come to Ontario to teach in the Catholic and the Franco-Ontarian schools. Needless to say, the arrival of large numbers of Roman Catholic members of the teaching orders, both English and French-speaking, caused considerable controversy. By 1881, however, the population of French origin in Ontario had risen dramatically, and the people of the Franco-Ontarian and Catholic communities were taking full advantage of the fact that Quebec teaching certificates were valid in Ontario. Concern was felt by many English-speaking people in Ontario that English was not being taught or was being very poorly taught by non-native speakers in the Franco-Ontarian schools, and that the teachers from Quebec did not have enough methodological training. Model schools were therefore set up for the special training of French teachers (and German teachers near Waterloo). In 1906 the Privy Council finally outlawed Quebec certificates in Ontario unless they had been obtained before 1867.

The situation in the French schools was still unsatisfactory for the French-speaking population largely owing to the restrictions placed on their schools by Regulation 17 (1912), which prohibited the use of French in the classroom beyond Grade 2. In addition, few of the Franco-Ontarian teachers held First or Second class Certificates. About 26 percent held "C" certificates earned in a model school, and almost half had no certificate, or at best an "expired" or "temporary" one. L'Ecole Normale was therefore established at Ottawa University in 1927 to replace the four Model Schools, which had been grinding out ill-equipped teachers with Third Class Certificates. The Ottawa Ecole Normale was to train teachers of Franco-Ontarian origin, who would have a better understanding of the problems of language and cultural maintenance in a minority situation, and who would reinforce the community's determination to preserve its cultural heritage.

Teacher Training for Secondary School Teachers

The act of 1871 instituting compulsory education not only created a shortage of elementary teachers, but of secondary teachers as well. In 1885 selected collegiate institutes were designated as teacher training institutions for high school teachers, similar to the role of the model schools. A School of Pedagogy was set up in Toronto in 1890, but lack of practice teaching opportunities created problems, and the School was moved to Hamilton and renamed the Ontario Normal College. The College closed in 1906, and its functions were transferred to Faculties of Education at Queen's University and at the University of Toronto, where advanced professional degrees in the field of education were also available. In 1920 the Queen's program was closed, and the Ontario College of Education (OCE) was opened in Toronto as an affiliate of the University of Toronto. Until 1965 OCE was responsible for training all anglophone secondary school teachers in Ontario. There do not appear to have been any facilities for training secondary francophone teachers in their language.

Teacher Training and the Universities

In March 1966 the Minister of Education announced that the government intended to transfer the major responsibility for preparing all elementary school teachers from the Department of Education to the universities in an effort to improve both the quality and the range of the programs. This new initiative was to respond to the recommendations of the MacLeod Committee which had been established to recommend improvements in what was widely felt to be an unsatisfactory training system for teachers.

Negotiations with the universities proved to be difficult on a number of issues including ownership of the property, and by 1971 teacher education was still conducted in both universities and teachers' colleges. The universities initially gave an unenthusiastic reception to the concept of a concurrent education program which the government was eager to try and which the MacLeod Committee had recommended. They felt this concept to be too "American" or "Western." Reluctance was also felt by the universities at having to accept, without exception, the college staffs, who were, in many cases, not academically qualified to teach in the universities. The last of the teachers' colleges was closed in 1979. The place of faculties of education is still not fully resolved in 1986. The discussion and politics relative to teacher education historically has focussed on the preservice program. Inservice education has become a prominent issue only in the past 15 years.

B. The Way We Are Today

The main purpose of this section is to describe the present situation rather than analyze or evaluate it. The implications of the issues for reform in teacher education are developed in Chapters 3 and 4.

The Role of Government in Teacher Education

The Government of Ontario controls the admission requirements of candidates to the faculties of education through Regulation 269, "Ontario Teacher's Qualifications" which is periodically revised. The Regulation, in Part I, defines the qualifications needed to become a certificated teacher in Ontario, and, in general terms, prescribes the curriculum for the faculties of education in Sections 1(k) and 1(l) as: "a concentrated study of the primary, junior, intermediate and senior divisions, studies in education including learning and development, methods designed to meet the individual needs of pupils, acts and regulations respecting education, review of the curriculum guidelines issued by the Minister, a minimum of forty days of practical experience in schools." "Additional Qualifications for Teachers (AQ)" in Part II describes the course (125 hours of work) and the conditions under which the teacher may have these courses entered on their Ontario Teacher's Qualifications Record Card. The various specialist and principal qualification courses are described, and Schedules A, C, D, E, and F list the courses accepted by the Ministry of Education for Additional Qualifications.

The Faculties of Education

All teacher training in Ontario is now housed in ten faculties of education, and the Ontario Institute for Studies in Education, which provides only graduate courses in education. Nipissing, Ottawa (French and English divisions), Toronto, Western and Windsor offer only one-year consecutive Bachelor of Education courses, while Brock, Lakehead, Laurentian (French) and Queen's provide both consecutive and concurrent courses. York offers only a concurrent program.

Table 1: Approximate Numbers of Students Admitted to the Faculties of Education in 1985

	Pre Service	In Service (AQ)	Graduate (Full and part time)
Brock	250	2084	196
Lakehead	173	453	219
Laurentian (French)	64	599	
Nipissing	210	1200	
OISE	N/A	N/A	1500 PT 600 FT
Ottawa			
French	124	960	271
English	161	1125	404
Queen's	600	1250 40 FT	240
Toronto	863	5117	20
Western	678	2000	63
Windsor	296	695	165
York	550	10,000	35

Note: Information for Table 1 was compiled from the faculty of education institutional "profiles" submitted for the Teacher Education Review. Preservice figures include those across the years in concurrent programs.

Mandate and Goals of the Faculties of Education as Seen by the Faculties

The basic mandate of today's faculties of education, as articulated by them in their "Profiles" submitted to us, is to prepare the teaching candidates according to the requirements of the Ministry of Education (Regulation 269) so they are eligible to receive an Ontario Teaching Certificate and a Bachelor of Education degree.

Beyond this basic certification objective, the faculties state their goals as assisting the student teachers in becoming effective and caring teachers with a sound knowledge of educational theory and classroom practice. Unlike the situation a hundred years ago, the faculties no longer have to spend a large part of their time in subject and content teaching. As expressed by Nipissing University College,

> *The instructional goal of the Faculty of Education at Nipissing University is to interpret and disseminate knowledge of learning and teaching ...(and) to graduate from a preservice program, students who have a good knowledge of the principles of effective classroom practice and have achieved some level of practice in applying these principles.*

The marriage of sound educational theory to a thorough knowledge of the pragmatics of schooling to produce an intelligent, caring teacher, interested in continued professional development, is implicit in all the profiles submitted by the faculties of education. This is the broadening and deepening of the program envisaged by the MacLeod Committee when the transfer of the Teachers' Colleges to the universities was recommended.

The faculties of education also have certain goals which give them some individuality. The differences in emphasis concerning their perceived mandates emerge after their general statements of the primary preservice objectives. The emphases the faculties mention are: service to the professional community, research in education, service to a geographic or a special community (for example, Lakehead stresses its Native Education Program; Nipissing, its program in the teaching of French to English-speaking pupils, Native education, early primary education and its Icon support centre; Ottawa, its mandate to serve the Franco-Ontarian community through research in education), inservice or professional development programs, dissemination of research results, research and other networks for co-operative study, and further development of graduate studies. The Faculty of Education of the University of Toronto noted two special objectives: the continuance of support for the Institute of Child Study and the University of Toronto Schools.

OISE stated that it is "interested in becoming involved in preservice education, either independently or in cooperation with the University of Toronto's Faculty of Education (FEUT). . . (1) that this interest centers on the idea of a small, highly experimental program, the purpose of which would be to contribute to the knowledge base in teacher education; and (2) that in keeping with OISE's mandate, the program would be aimed at the integration of teaching, research, and field development activities."

Chart 1 demonstrates the strengths of the programs, activities and plans as seen by the faculties. The primary objectives of producing teachers who are qualified according to Ministry guidelines and the provision of Additional Qualification courses to teachers in the field have been omitted from the chart since they apply to all. The faculties also believe that it is important for their full-time faculty members to engage in educational research, the rationale usually being that contact with research would enhance the preservice, inservice and graduate programs by keeping

Chart 1 Goals and Objectives	Student Involvement in Research	Service to Educational Community	Service to Geographic or Special Community	Special Inservice Program Priorites	Dissemination of Research	Co-op Research and/or Teaching Links
Brock	graduate level	commitment to work w/ school boards in Niagara	Niagara Peninsula		Instructional Resource Centre	teaching links with McMaster and Sheridan
Lakehead			Native peoples remote communities	Native teachers		
Laurentian			Franco-Ontarian community	Franco-Ont. teachers		
Nipissing		commitment to work w/ school boards in area	Native teachers and isolated com. in NE Ont.	French as 2nd language Icon support centre		
O.I.S.E.	graduate & proposed preservice level	commitment to field dev. activities and research	Provincial mandate			co-op programs with FEUT and Western
French Ottawa	graduate level	education research	Franco-Ontarian comm.	Franco-Ont. teachers	Franco-Ont. schools	
English	graduate level	immersion teachers				
Queen's		research activities				co-op program with Trent University
Toronto	wish to develop more fully	research in schools	multi-ethnic community			co-op programs w/ OISE and schools in China
Western		reduced priority in recent years			Althouse Press	OISE/UWO Educational Leadership Centre
Windsor	graduate level	important				
York	at preservice and graduate levels	important				

CHART 1
GOALS AND OBJECTIVES

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education "Profiles" submitted to the Steering Committee.

faculty and students on the cutting edge of educational developments. The blanks on the chart do not mean that certain faculties are not interested in some of the activities; they show only that the activity was not specifically mentioned among their goals and objectives in the profiles they submitted.

The faculties of education also pointed out that restraints imposed upon their programs limited their ability to achieve their goals. Among other issues they commented on the lack of funding which prevents them from hiring qualified faculty experienced in doing educational research, and the continual pressure to add new areas of study to an overloaded curriculum for which the time frame cannot be lengthened.

Admission to Faculties of Education

The evolution of the criteria for entering the teaching profession since the pioneer days of Upper Canada has been dramatic. From a requirement of bare literacy in the early 1800's, today's beginning teacher must have a university degree. Many teachers are working towards more advanced degrees, as is shown by the numbers (Table 1) enrolled in Master of Education and Ph.D or Ed.D. programs. Another change is the number of women in the profession; in the beginning years of the century in Upper Canada, most of the teachers, including those in the elementary schools, were men. Now, women are in the majority, with an especially heavy concentration in the primary grades, and very few in the administrative ranks. Table 2 shows the numbers of student teachers in each of the faculties in 1985-86.

Table 2: Faculties of Education: Preservice Enrolment Statistics 1985-86

Faculty	Total	Male	Female	Male			Female		
				P/J	J/I	I/S	P/J	J/I	I/S
Brock	250	68	182	10	46	12	80	84	18
Lakehead	173	65	108	11	14	40	64	21	23
Laurentian	66	18	48	-	18	-	28	20	-
Nipissing	207	56	151	21	35	-	88	63	-
Ottawa	305	85	220	14	23	48	144	24	52
Queen's	603	140	433	16	33	121	179	126	128
Toronto	803	258	545	19	42	197	181	101	263
Western	630	202	428	11	46	145	145	109	174
Windsor	296	87	209	32	37	18	151	44	14
York	550	100	450	25	25	50	325	50	75
Totals:	3883	1109	2774	159	319	631	1385	642	747

P = Primary J = Junior I = Intermediate S = Senior

NOTE:

1. Any discrepancy between the preservice figures in table 1 and table 2 is related to the difference between initial admissions and actual enrolments. Table 2 does not show the number in the French language component (see table 1). Enrolment includes those across the years in concurrent programs.

2. Information from: Ontario Public School Teachers' Federation (1986). Report of the *Task Force* to Study Hiring and Transfer of Male Teachers.

Admission to the faculties of education depends primarily on academic achievement. Other qualifications are considered to be important at some of the faculties: York requires an interview and an English-language test; Western interviews candidates for admittance to some divisions; language tests are required at Laurentian and Ottawa (both French and English); references are required at Queen's, Toronto and York; and experience with children is considered to be an important requirement at Ottawa, Queen's, Western, Windsor and York (see Chart 2).

Charts 2 and 3 describe the admission criteria for the preservice and graduate programs of the various faculties of education. In Chart 2, where two percentages are given in the column "Grade Point Average," the lower percentage indicates the officially acceptable grade for acceptance into the program, and the higher number is the grade point average of the accepted candidates for 1985/6.

However, a number of different points of view on admission criteria emerged in the submissions. The Ontario Association of Education Administrative Officials expressed concern at the lack of provincial guidelines on admissions criteria since "OAEAO is concerned that paper qualifications coupled with brief interview, by themselves may be inadequate admission factors...The selection team may be lacking in the sensitivity and training needed. Good investigative and interview skills are acquired over long periods of experience and familiarity with theory and practice. It would seem reasonable to expect that selection teams be properly trained to ensure that the best candidates are selected reflecting the mosaic of Canadian society..." The Ontario Catholic Supervisory Officers' Association (OCSOA) and the Federation of Women Teachers' Associations of Ontario (FWTAO) also voiced concern at the importance of the academic criterion for admittance. They would prefer interviews and consideration of the candidates' work and volunteer experience, and interview teams with practising teachers on them.

The normal schools in the early days of Ontario had to concern themselves with the academic upgrading of the prospective teachers, and had less time to spend on methodology and theoretical considerations. Today's preservice graduate teachers in Ontario are better educated than they have ever been, as a result of having university-level prerequisites. The present concerns about student teachers seem to be in the areas of whether or not they are sufficiently committed to the education of children, and whether or not they represent the social and ethnic mix of Ontarian society.

Staffing and Deployment

Chart 4 presents a general picture of the staffing and deployment in the various faculties of education. An examination of the chart shows that large numbers of part-time staff, usually drawn from the teaching profession, are teaching the inservice programs during the summer and winter terms, and, in some faculties, in the preservice program as well. Lakehead University and others deplored the lack of continuity in course offerings because of the necessary numbers of part-time/adjunct staff. However, the large numbers of adjunct staff listed at York University consist of liaison people in the schools who are closely connected to the preservice program. They counsel students, assist with seminars, and participate in the core lecture led by the course director. Then, in seminars, they link the lecture material to the specific practicum based in their schools.

The heading "R. and D." on the chart indicates if the various faculties consider research to be a part of the faculty workload. Most of the faculties comment on the high teaching and supervisory

Chart 2 Preservice Admissions	Number of Applicants last 5 years	Number of Acceptances last 5 years	Education Required	Grade Point Average	Interview Required	Language Test	References or Personal Statement	Experience with Children	Faculty of First Choice
Brock Concurrent		250	Grade 13	80%.					Yes
Brock Consecutive	10,802	1,606	B.A.	60%/70%					
Lakehead Concurrent	998	576	Grade 13	60%.	Possible		Possible		
Lakehead Consecutive	3,811	779	B.A.						
Laurentian French Concurrent	816	240	Grade 13	60%.	Required	Required			
Laurentian French Consecutive		322	B.A.						
Nipissing	3,675	215 (1986)	B.A.	60%/70%					
O.I.S.E.	N/A								
Ottawa English	29,097	755	B.A.	60%.	Possible	Required		Important	Yes
Ottawa French	1,834	538	B.A.	66%.		Required		Important	
Queen's Concurrent		640	Gr. 13 or 2 yrs undergrad	B	Possible	Possible	Required		Yes
Queen's Consecutive			B.A.		Possible	Possible		Important	
Toronto Technical	26,584 350 (2yrs)	4,439 283 (5yrs)	B.A. 5 yrs exp.	70%.	No		Required	Important	
Western	19,865	3,328	B.A.	60%/ 80% 1985	Required for some divisions			Important	
Windsor	5,800	1,442	B.A.	60%/70%				Important	
York	3855	879	2 yrs undergrad program	C+/B+	Required	Required	Required	Important	

CHART 2
PRESERVICE ADMISSIONS

Notes:
1. Blank boxes indicate information not received.
2. Information compiled from faculty of education "Profiles" submitted to the Steering Committee
3. Grade Point Average column: the lower percentage represents the officially acceptable grade; the higher is the average of recently accepted candidates.

Chart 3 Graduate Requirements	Number Accepted last 5 yrs	Undergrad Grade Required	B.ED or OTC	Teaching Experience	Test	References
Brock	987	B	B.A., OTC or 2 yrs exp.	1 year		
Lakehead	1,504	B	Required	1 year	Possible	
Laurentian (French)						
Nipissing						
O.I.S.E.	5,911 (5 years)	mid B			Possible Eng. test	2 letters
Ottawa English						
Ottawa French					Possible French	
Queen's	235	B	or Equivalent	2 to 4 yrs		
Toronto	100	B+		3 years		
Western	434	B/B+	Required	1 year		yes
Windsor	165 (1985-86)	B	B.A., B.A. Hons.			yes
York	147	B	Required	2 years		yes

CHART 3
GRADUATE REQUIREMENTS

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education "Profiles" submitted to the Teacher Education Review Steering Committee.

Chart 4 Staffing and Deployment (1984/85)	Full Time Faculty	Part Time Adjuncts	Cross Appointments	Secondments	Support Staff	Pre-Service Faculty	In-Service Faculty	Graduate Studies Faculty	R & D Part of Faculty Workload	Staff with Doctorate	Staff with Masters	Teaching Experience (Average)
Brock	43	25	15	1	8 F.T. 3 P.T.	16 F.T. 25 P.T.	11 F.T.	6	No	18	11	23 yrs F.T. 16 yrs P.T.
Lakehead	18+3 native instructors	47	1	1	8 F.T. 5 P.T.	18 F.T. 6 P.T.			Yes	13	5	15 yrs F.T.
Laurentian (French)	15	4	0	0	5				No	5	11	
Nipissing	15	130			4	15	130 P.T.	-	No	7	10	10-20 yrs
O.I.S.E.	138	74	3	0	97	N/A	-	-	Yes	121	12	
Ottawa French	14	84		3	4	12FT 84PT	81	31		51	26	
Ottawa English	20	2	1	3	2	2FT 19PT	22		Yes			
Queen's	63.03 (3FT adjuncts)		4	4F.T.	43.6			33	Yes	32	26	
Toronto	89	18	5	2	59.81	82	54 F.T. 490 P.T.	12	Yes	34	43	73 have teach. exp.
Western	72	12	12 Pre-ser. 7 Graduate	9	46	69	15 F.T. 424 P.T.	37 F.T. 9 P.T.	Yes	39	47 Mast 29 BA	
Windsor	20	50			7.5	18	1 F.T. 10 P.T.	13 P.T.	Yes(for grad. fac.)	15	5	19 have experience
York	41	365	18	8	43	34 F.T. 71 P.T.	29 F.T. 318 P.T.	15 F.T. 5 P.T.	Yes	27	13	most have experience

CHART 4
STAFFING AND DEPLOYMENT
(1984/85)

Notes: 1. Blank boxes indicate information not received.
2. Information compiled from faculty of education "Profiles" submitted to the Teacher Education Review Steering Committee.

workload and the consequent lack of time to devote to research. Brock comments that research is expected of the faculty, but no time is allotted for it. Ottawa and Nipissing report on the difficulty of requiring faculty who have no background in research to start doing it. Generally, the feeling is that as the faculties of education move farther from their teachers' college roots, research, as a normal function of a university department, will have to take its rightful place among them. New requirements for faculty hiring demand more academic training than previously, and this prerequisite will probably lead to an increased emphasis on research in the faculties of education. The question of the balance between academic and practitioner (part or full-time) still has to be considered.

The submission of the Ontario Teachers' Federation voiced concern that the faculty members were not trained to be researchers and that they do not assimilate current research. L'Association des enseignates et des enseignants franco-ontariens (AEFO) is seriously concerned about the lack of qualified francophone candidates for faculty positions at Laurentian and Ottawa, which are thus prevented from expanding and doing research as they should. The Ontario Council on Graduate Studies (OCGS) remarked on the seeming indifference of many faculty members to involve themselves in scholarly activities.

The qualifications of most faculty members presently teaching is a serious concern. In the perception of their critics, many of them lack the training or desire to engage in research, some of them do not keep up-to-date with the research that is being done, and others do not fully appreciate the value of educational research. A related issue is that substantial numbers of faculty members will be retiring within the next few years, and that qualified replacements who can contribute to both scholarship and practice will be difficult to find. This problem is also critical for the two Franco-Ontarian faculties.

Table 3 reports the number of faculty members to retire in the next few years. The first figure in the second column indicates the number who must retire; the second figure indicates those who will be eligible to retire under early retirement plans.

Table 3: Numbers of Faculty Members Retiring 1987-1992

	No. of Faculty	No. to Retire	Replacement	Expansion
Brock	43	0/5	yes	3+
Lakehead	18	1/5	yes	possible
Laurentian	12	3	yes	no
Nipissing	15	8	yes	no
Ottawa	14 French prog. 20 English prog.	8	yes	certain
Queen's	63	10/15	yes	certain
Toronto	81	23	?	?
Western	62	33	yes	uncertain
Windsor	20	5	yes	no
York	41	3	yes	11

Note: Information supplied by faculties of education

Research and Development

All the faculties of education (with the exception of Nipissing) reported a number of educational research projects.

Between 1978 and 1983, the anglophone sector of the University of Ottawa initiated a number of innovative programs or alternative approaches to the presentation of the preservice one-year program. The faculty was divided into three staff teams, each reflecting a different philosophical orientation and a different emphasis on program:

- A Conceptually Oriented Approach
- A Humanistic Approach
- An Integrated Approach

The Primary/Junior Panel at Ottawa presently bases its program on the principles of humanistic education as outlined by Arthur Combs in *Myths in Education: Beliefs that Hinder Programs and Their Alternatives*. Other research activity at Ottawa has centered on the development of an experimental andragogical model (theory of adult learning) in which one half of the beginning teachers elected to participate during 1985-86. In the Junior/Intermediate/Senior panel, recent research has involved the relationships between mastery of basic skills and success in the practicum component.

Several of the other faculties have set up experimental projects (descriptions available as background) to investigate different ways of delivering the teacher training program: for example, PEMSTEP at Western, the Roden, IS^3 and STEP projects at FEUT, and pilot projects on the practica at Windsor.

These experimental programs have not been sufficiently described and disseminated in Ontario, to enable the ideas they engender to develop and lead to further research activity, and program development.

Very few of the research projects carried out in the faculties focus on teacher education, and those which do are chiefly concerned with inservice teacher training and curriculum implementation. Research is conspicuously absent in areas such as induction and the first years of teaching, and in areas concerning teacher training for francophones.

Concern has also been voiced by a number of other sources that the faculties are not doing enough educational research. The Ontario Teachers' Federation believes that teacher effectiveness has not become an integral part of teacher education programs on any universal or consistent basis, and "that faculty members [should] be encouraged to undertake research projects to evaluate current programs of teacher education in the light of effectiveness research." The Ontario Public School Teachers' Federation (OPSTF) also expressed concern at the lack of research being done in the faculties, particularly on teachers' education and curriculum issues. AEFO is concerned about the fact that few faculty members at Laurentian and Ottawa are trained to do research in the area of Franco-Ontarian studies, and the Association des Surintendants Franco-Ontariens echoes their concerns. In addition, the Ontario Council for Graduate Studies in their report of the Appraisals Committee voiced concern over the low output of research, and the low quality and quantity of scholarly publications in the faculties of education. A study conducted by Grapko reported: "Faculty members involved in a research project make up about 10 to 30 per cent of total staff. For most faculties this percentage estimate is on the downside because updates are not maintained for current activities" (page 4).

The implication is that without faculties of education who are ready to experiment, evaluate, and then document innovative approaches to teacher training, very few careful and sound changes will be made to teacher training in Ontario.

The Programs

Preservice Programs

The first decision a prospective student teacher must make in Ontario is whether to enter a concurrent program such as those given at York, Queen's, Laurentian, Brock and Lakehead, or to enter a consecutive program given at all faculties of education with the exception of York.

The preservice programs all include the "foundations" courses and practicum as outlined in Regulation 269, Section 1, (k) and (l). Some choices of program, however, are available besides the subject and/or level options which every student teacher must select. A number of experimental programs, offer the student some variety, notably the Roden and STEP programs at the University of Toronto, PEMSTEP at the University of Western Ontario, and ones which will likely be in place at Windsor and in the anglophone sector at the University of Ottawa in the near future. Other choices available include the francophone programs at Ottawa and Laurentian, the French-language courses offered at Toronto, Ottawa and York for immersion teachers and others who request their courses in French, the Native education courses at Lakehead, the "Artist in the Community," "Early Primary Education," "Technological Studies," and the "Cooperative Program in Outdoor and Experiential Education" at Queen's, York's Judaic courses for those wishing to teach in Jewish schools, and the heritage language courses, also at York. FEUT and Brock offer a two-year diploma program in Early Childhood Education, and a number of the faculties offer a program in Technological Studies. Some of the larger faculties of education offer a considerable variety of courses.

However, some faculties have not been able to accommodate other needs students may have in planning and carrying out their programs, although most, but not all, have counselling groups formally set up for the students. The lack of faculty, for example at Laurentian, does not allow it to offer a large choice of courses or special services for the students. Orientation assistance is rarely available, and placement services vary from the very helpful to the non-existent.

The faculties maintain contact with the field through their associate teachers, and at York through adjunct professors. Faculty members are required to visit the student teachers while they are doing their practica. Some faculties have representatives from OTF and Ministry of Education (MOE) on various faculty committees. The letter of agreement between the Minister of Education and each university requires that each faculty establish an Advisory Committee to the Dean with representatives from MOE, MCU, OTF, OAEAO, OCSOA, and the university-at-large.

The faculties feel that the associate teachers are generally doing a good job within a poorly designed system. In regard to the problems associated with the practicum, a number of the faculties, generally those in the smaller centres, reported difficulty in finding suitable associate teachers. Brock, for example, noted that the teaching profession is aging, and the more senior teachers are becoming tired of the extra work involved in supervising a student teacher. Poor remuneration and a lack of recognition beyond a thank-you note and, in some cases, a reception at the end of the year were cited as causes of the difficulty in securing the services of good associate teachers. York's preservice program depends heavily on their adjunct professors and associate teachers, and in addition to a more substantial remuneration than is usual, the associates are permitted to take all the inservice courses they wish free-of-charge. Brock has developed a one-part Additional Qualification (The Associate Teacher) course for the associate teachers, and encourages them to take it.

To ensure a relationship between the school practicum and the components of the preservice program, some faculties give the students assignments to do while they are on their practica. The students in some consecutive programs and in concurrent programs such as York's have practicum-seminars or at least debriefing sessions where issues which arose during the practicum are discussed. At York, the practicum-seminars are an ongoing part of the education component of their university work. In the concurrent program at Queen's the students are required to have a four-month internship in the schools during their final program year.

The program review process varies across the faculties. The programs may be reviewed annually by committees of faculty, students and representatives from OTF and/or associate teachers, or faculty committees may review the programs periodically. A cyclical review conducted by the Ministry of Education is a requirement.

The concerns expressed by the teachers' federations and the various educational associations about the preservice programs are many, and the faculties themselves have a number of recommendations to make. The improvements these organizations suggest range from a complete rethinking of the program, including the rationale for the one-year consecutive course and its curriculum and the length of the practicum, to more modest proposals such as permitting practice teaching to be done in the independent schools and including material in the curriculum on sex-role stereotyping and race relations/racism. These recommendations will be considered later in this chapter in the section on "The Issues."

Induction and Orientation Programs

By induction we mean a relatively structured, supportive and progressive entry into the early years of teaching. Most of the faculties of education admit that they can do little in the way of orientation and induction of the students into the profession. Ottawa pointed out that the time allotted to the preservice program is too brief because of the proliferation of courses, such as computer training, multiculturalism, etc. during the past few years, and consequently there is no time for orientation activities. Windsor, Toronto, Ottawa and Lakehead cited financial restrictions York felt that its concurrent program with the extended period of time in the classroom (a minimum of 114 days compared with the 40 days' practicum for consecutive students) provided sufficient orientation, and Queen's also cited its four-month internship in the final year of the concurrent program.

The teachers' federations offer little in the way of orientation of new teachers to the profession with the exception of advising them of some of their rights. School boards, because few are hiring new teachers, are generally not offering special orientation programs. However, a few boards do have orientation activities. The Dufferin-Peel Roman Catholic Separate School Board reports the following for their 1986 program: "Teachers who are new to the Dufferin-Peel R.C.S.S.B. are required to participate in an Orientation Program which is held in August of Each Year...These teachers are provided with ongoing development programs focusing on Classroom Management and Parent/Teacher Communication. Early in the school year, presentations are made on classroom management techniques as a way of providing both a philosophical base and practical suggestions for establishing workable routines. Prior to the first 'reporting to parents' experience, workshops are presented in order to provide the beginning teacher with reporting models and suggestions for maximizing the opportunity for parent/teacher

dialogue. Between these formal sessions additional meetings are provided for 'hands-on' opportunities at the resource centre."

The question of orientation and induction is also discussed by the faculties and the associations in conjunction with the question of lengthening the consecutive program to include an induction component in it. There is some feeling that an arrangement could be devised so "that the first year of teaching should be the foundation of continuing professional education for teachers" (OAEAO submission). There is general agreement that this area is one which has been much neglected and needs serious attention.

Inservice Programs

All of the faculties of education have large inservice programs which provide Additional Qualification (AQ) courses as outlined in Regulation 269 to (usually) certificated teachers. Some of the faculties also include part-time undergraduate courses for teachers who do not have an undergraduate degree, and Toronto offers a few specialized professional development courses. Most of the courses however, are designed to meet MOE requirements for additional qualifications for teachers and administrators. A detailed summary of the inservice programs as reported by the faculties of education is available as a background document.

Some of the faculties give a number of specific workshops for professional development days. York sponsors major annual conferences on special education, mathematics, etc., and Brock sponsors an annual Educational Conference during a local professional development day. The University of Ottawa and the Franco-Ontarian Centre at OISE offer workshops on a variety of subjects of interest to francophone teachers. Since federations and boards are also involved in professional development activities for the teachers, the services of faculty members are at times enlisted.

The faculties seem willing to accommodate the delivery of the AQ courses to the needs of their clientele. Nipissing provides instruction directly, by correspondence, independent study, and/or floppy disk. Laurentian will provide courses to francophone teachers anywhere in Ontario where there is a group, except in Eastern Ontario, which is served by Ottawa. It has given courses as far away from Sudbury as Windsor, Burlington and Toronto, and is willing to offer flexible hours, including Friday evenings and Saturdays if the demand is present. Most of the faculties give off-campus courses within their geographic area with a great degree of flexibility in scheduling.

Course material is adapted to suit the capabilities of students in such courses as music and French as a second language. In spite of such adaptations, Windsor reports a high drop-out rate of students who are unable to cope with the coursework. Nonetheless, the most remarkable feature of these courses is the number of teachers who take them (see Table 1); York reports that teachers return year after year, even after they have finished the B.Ed.(inservice) degree. Few people realize that there are more FTE teachers taking AQ courses (leaving aside all other forms of inservice) than there are students taking preservice courses. In 1984-85, for example, 23,446 (FTE 4689) teacher participants were enrolled in AQ courses, compared to 3883 full-time students. Given the arcane nature of university formula funding, it is difficult to be precise about the amount of money generated for the AQ courses. The amount paid to the universities is based on formula funding discounting increases in enrolment. We estimate the sum to be substantial, approximately $30 million annually.

The training which the instructors, who are largely professional teachers or administrators teaching the courses on a part-time basis, receive seems, for the most

part, to be fairly limited, although most of the faculties state that the instructors are supervised by full-time faculty members. The instructors are selected by local advertisement and by recommendation of the school boards in the catchment area. The training of the AQ instructors is, however, a matter of concern to the associations and federations. Some resource documents to assist AQ instructors have recently been prepared in cooperation with OADE. One on special education is now available and a second on microcomputer is being produced. Others are in the planning stages.

Teacher participants rate the inservice courses very highly. In a survey of participants across the faculties approximately 91% described the course as meeting their objectives, and 92% planned to use some of the information from the course during the next school year. The Ontario Association of Education Administrative Officials (OAEAO), however, feels that the inservice training model advocated by Joyce and Showers which includes not just knowledge of new information about teaching but active assistance with implementation in the classroom, should be more widely applied. The Ontario Catholic Supervisory Officers' Association (OCSOA) (and OAEAO) proposes that better planning to avoid duplication of AQ courses should be arranged throughout the province. The federations (OTF) are concerned with professional development opportunities for its teachers, especially those in remote communities, and the Ontario Public School Teachers' Federation (OPSTF) sees a need for greater activity on the part of the universities in initiating new courses for teachers. Other issues of concern to the faculties of education, the federations and associations are briefly discussed in the section entitled "The Issues."

Several faculties have become active in the delivery of principals' courses. To be eligible for the principalship in Ontario, candidates are required to complete Parts I and II of a program of studies outlined by the Ministry of Education. These programs are offered in successive summers, or part time in winter sessions. Previously run by the Ministry, responsibility for program planning and delivery has recently shifted to the faculties of education and OISE in cooperation with local board and Ministry staff. Faculties and OISE field centres have also become involved in conducting 'refresher courses' for practising principals, which are officially recognized by the Ministry of Education. The federations all sponsor extensive professional development programs, from single workshops and professional development days to week-long courses during the summer, on subjects ranging from personnel to curriculum issues. They frequently sponsor their members to attend conferences, and put out a variety of publications on a wide range of subjects

Table 4: Costs of Professional Development Activities for Teachers' Federations

AEFO	$300,000
FWTAO	1,000,000
OECTA	1,300,000
OPSTF	650,000
OSSTF	1,000,000

Note: Information supplied and verified by the teachers' federations.

School boards also provide a wide range of professional development activities according to their capabilities. A large board, such as Toronto, has an enormous array of workshops and courses on almost every subject related to teachers and teaching. Teachers are able to obtain sabbaticals, and the board sponsors them to attend conferences. Smaller and more geographically far-flung boards have fewer programs. One of these, the North of Superior R.C.S.S. Board, is developing a program giving individual teachers the opportunity to obtain expertise in a certain area, and granting these teachers release time to as-

sist other teachers within the board. Franco-Ontarian teachers in these boards seem dependent on the activities offered by AEFO or by the consultative team of the Ministry Regional Offices.

Boards are increasingly integrating professional development with ongoing program implementation and long-term staff development. They sponsor professional development in a variety of ways: professional activity days, after school inservice, during school inservice, special conferences, short courses, and so on.

Other regional and provincial resources are available in relation to inservice. The nine OISE field centers are active in providing focussed inservice work integrated with school board programs. The six Ministry of Education Regional Offices offer varying degrees of assistance to local boards, especially in the north. TVOntario is becoming a prominent force in local inservice both in program content and in interactive forms of delivery. In addition to television programs geared to Ministry of Education curriculum guidelines, TVOntario now has the responsibility for the distribution of Ministry approved software for microcomputers. TVOntario is taking essentially a professional development approach to its expanded mandate.

Graduate Studies Programs

Graduate programs are offered at Brock, Lakehead, Ottawa, FEUT, Queen's, Western, Windsor and York, but the largest number of graduate students are enrolled at the Ontario Institute for Studies in Education (see Chart 3).

Several of the faculties of education wish to expand their graduate programs. The Francophone Sector of the Faculty of Education at the University of Ottawa feels the need to expand its graduate program by adding a D.Ed. program in order to increase the pool of qualified researchers and faculty members for the Franco-Ontarian community. The Faculty of Education at York would offer a MAT program specializing in language arts if this were feasible.

Another initiative presently at the early stages is the offering of graduate courses off-campus by various distance education modes, including teleconferencing and computer networks. OISE is offering a few courses at the M.Ed. level using these methods, usually in English, but with a growing number for Franco-Ontarians. Other universities, notably Ottawa, offer education-related courses such as developmental psychology (in French as well as in English) by distance education, and teachers may take these as part of their graduate program.

Conclusion

We are not in a position to gather comprehensive data on the sheer number of inservice education activities engaged in by practising teachers. One gets an idea of the scope of the activity by realizing that the equivalent of almost one out of four teachers (some are taking more than one course) are taking AQ courses of 125 hours in duration in a given year (some 23,000 registrants out of 92,000 teachers in the province). Add to this all the board-sponsored and teacher federation activities, graduate work, and individually pursued professional development, and the total is impressive. Nonetheless the problem of coordination and the difficulty of assessing impact remains to be addressed.

C. The Issues

Issues as Seen by the Major Stakeholders

Identification of the issues surrounding the reform of teacher education in Ontario depends on the perception of those recommending changes. The points below indicate the priorities and differing perceptions of the various groups concerned. The points are taken from submissions (with no added commentary) in order to give the reader some independent context before we develop implications as we see them. The listing of positions is not in order of priority. The reader will note that the stakeholders' views do not always coincide.

The Issues as Seen by the Faculties of Education

- insufficient funding to hire qualified faculty members to fulfill the changing and more demanding needs of new curricula and methods in the schools and in the faculties of education;
- as faculty positions are opening, the scarcity of qualified faculty who can meet scholarship and practice requirements;
- need to have more faculty members to serve the wide variety of special needs in Ontario: francophone, Native, ethnic groups, remote communities, etc.;
- more time is needed in the consecutive courses to accommodate the new areas of study constantly being requested by the Ministry, federations and school boards;
- many faculty members are untrained in doing educational research;
- many have a heavy teaching load which does not allow time for research, and find there is a lack of recognition in the universities for the services faculty members provide to the profession;
- the practicum situation needs to be rethought because of the difficulty in obtaining the cooperation of a sufficient number of good associate teachers;
- the francophone faculties have difficulty finding qualified Franco-Ontarians for their faculties because of the "Catch-22" situation where only Ottawa has a doctoral program and cannot expand it, so an insufficient number of qualified Franco-Ontarians are being trained to fill the requirements needed to teach in a graduate program. At the same time, these programs are not being expanded to meet the increasing needs of the Franco-Ontarian community.
- Laurentian has not been permitted to enlarge its program to include the training of secondary school teachers, much less add a masters program, and so all Franco-Ontarians who wish to be trained for French-language secondary schools must take courses from Ottawa;
- some faculties feel that an expansion of their graduate program is necessary;
- no time can be allotted to orientation and induction programs because of the overloaded preservice curriculum.

The Issues as Seen by the Teachers' Federations

- faculties of education do not engage in sufficient research on teacher effectiveness, nor do faculty members keep up-to-date with current research so they can communicate to their students the critical importance of education research;
- the preservice program needs to be re-thought to establish a rationale for the components and the relationship between them before additional time is considered for the program;
- there should be an induction program for beginning teachers with a structured process involving specified responsibilities for faculties and school boards;
- the present cyclical program reviews for both the preservice and the inservice programs are inadequate both in methodology and in value to the institutions under review;
- professional development opportunities for remote and smaller boards need to be developed, and these opportunities must be expanded for all groups within the boards with the teachers themselves more involved in the planning and in the training of teachers;
- more attention needs to be given to the implementation of new curricula in the inservice programs;
- the question of the kind of practicum and/or internship, and of adequate compensation for the associate teachers needs reconsideration as does the role of the practicum as the most important element of the preservice program;
- a decision should be made as to where the governance of teacher education is located, i.e., is it part of the Ministry of Education or the Ministry of Colleges and Universities?
- interviews of prospective candidates to the faculties of education should be required along with proof of academic ability and perhaps some prerequisite university courses;
- the preservice program should be more flexible, and should be reviewed every three years;
- a greater emphasis on the inter-relatedness of theory and practice should become a part of the preservice training;
- training in the elimination of sex-role stereotyping and racism needs to become a more prominent part of the preservice curriculum, and more men should be encouraged to take the primary option;
- the quality of the AQ courses should be upgraded, as they are often seen to be superficial;
- the federations should have input as to the candidates admitted to the faculties, and where appropriate tests for linguistic ability should continue to be required;
- faculty members in the Franco-Ontarian faculties of education should become thoroughly acquainted with the problems and history of the Franco-Ontarian community and offer compulsory courses in the history and other aspects of Franco-Ontarian culture, so that they can communicate the concerns of this community to the teaching candidates and so that prospective teachers will

become aware of the special role teachers and schools play in a minority context;

- specialist courses in religion, especially in the secondary schools, need to be developed, as does a generalist certificate in such new areas as French immersion, computers, etc.;
- faculties of education should develop programs to retrain redundant teachers;
- universities should not make a profit on the faculties of education but use the funds derived from them to improve the faculties and their programs.

Issues as Seen by Educational Associations (ASFO, OAAIS, OAEAO, OCSOS)

- the Ministry of Education should play a central role in the governance of teacher education;
- admission criteria should not depend solely upon academic qualifications and a brief interview since the candidates selected often do not seem to represent the mosaic of Canadian society; work and volunteer experience could also form a part of the admission criteria. A research project to develop provincial guidelines on admissions criteria and methods for selecting the appropriate candidates is needed;
- the preservice program should reinforce state of the art methodologies for teaching and learning, and should not be lengthened without a solid rationale for doing so; however, an internship program consisting of at least half the year with well-qualified tutors or practice teachers should be instituted;
- the first year of teaching should be the foundation of continuing professional education for teachers, and school boards should be given incentive grants to organize induction programs;
- practice teaching assignments could be enriched for the student teachers if some of the practica could be done in independent or alternative schools;
- a closer collaboration between the preservice and inservice programs at Laurentian and Ottawa (francophone sector) would better serve the Franco-Ontarian community, as would the addition of a D.Ed. course at Ottawa and possibly at Laurentian;
- a basic core program of preservice education prescribed and supervised by the Ministry of Education should be established across the province, and the education of exceptional students should no longer be an optional course;
- faculty members should continually update their classroom experience by arranging periodic secondments with school boards;
- closer co-operation and planning is required between the Ministry, the faculties, the federations and the school boards with respect to the design and offering of inservice programs.

Additional Concerns of the Franco-Ontarian Community as Recognized by Franco-Ontarian Researchers

- the collaboration between Laurentian and the francophone sector of Ottawa on all facets of teacher training should be more clearly

defined, and the question of the control of the collaboration also needs addressing;

- the problems of francophone teachers isolated in primarily English-language boards should be examined especially in regard to inservice courses and courses leading to qualifications for positions of responsibility.

These lists reveal both commonalities and differences in the issues raised by those we have consulted in the preparation of the paper. In order to clarify them for purposes of discussion, we have, in the next section, developed a list which encompasses most of the points raised in submissions.

Issues as Seen by Researchers

We have considered both the submissions and the ongoing input of the Steering Committee in drawing up a list of key issues which confront teacher education in Ontario. The issues as we see them are interrelated, raising questions about the composition and role of faculties of education, appropriate programs for teacher education, and the responses of teacher education to a range of social pressures in Ontario society. The list (not in order of priority) is:

- faculty renewal
- research/knowledge production
- role of the university
- admission/recruitment procedures
- preservice curriculum
- associate teacher/practicum
- teacher orientation/induction
- inservice/AQ
- program review
- demographics needs for teachers
- special issues (such as race relations/racism, English as a second language, sex-role stereotyping, needs of native communities, etc.)
- francophone teacher education needs
- enhancement of the profession

We plan to deal briefly with each of these issues, attempting initially to clarify the nature of the issue and to provide relevant additional data. These issues then become part of the agenda for reform, addressed in Chapters 3 and 4.

Faculty Renewal

In Ontario over the next few years there will be unparalleled opportunities for faculty renewal. Not only are faculties expecting a large number of retirements, but some plan to expand, creating additional full-time positions.

As early as next year (1987-88) a large number of faculty members will reach retirement age, and others will be eligible to choose early retirement. By 1992, a minimum of 91 faculty members will have retired (see Table 3). These openings will be augmented by new positions which the faculties may be permitted to establish. The situation will create an opportunity to affect the direction of teacher education in the future significantly.

Who will be hired to fill these positions? The Deans are attempting to recruit people who have scholarship and research skills (with completed doctorates), but also a sound professional teaching background. Candidates with one or the other are not difficult to find but candidates with strengths in both areas are rare. It has also proven difficult to recruit persons in science and mathematics education, where both discipline expertise and knowledge of teacher education are required.

Secondments can be seen as a way of filling a vacancy, or as an excellent source of continuous renewal in a faculty of education. At Simon Fraser University in British Columbia, for instance, secondments of outstanding teachers are an integral part of the program. They may come for one or two years, and take an active role in the operation of the practicum. They contribute the strengths and perspectives gained through successful and current classroom experience. They gain, in turn, the opportunity for a year or two of professional development, being involved in research, collaborating with other professionals and reflecting on teaching to improve their own practice when they return to the classroom. Several faculties in Ontario also see field-based secondments as essential to staffing.

We consider the appointment of new faculty a critical problem as well as an opportunity in the reform of teacher education over the next five years. There are two aspects to the problem. First, we may be in danger of overemphasizing doctoral degrees without reference to professional teaching skills. Such a possibility is related to university demands, such as those articulated by The Ontario Council for Graduate Studies (OCGS). Upon completing a review of graduate programs in education, the Appraisal's Committee of OCGS issued a statement. A sample of its observations follows: "The Committee's original concern about the quality and level of research activities among faculty responsible for graduate programs in education was confirmed in almost all cases..." (OCGS, 1986). Regardless of one's position on the validity of the claim one of the consequences is that universities are insisting in most cases that only candidates with doctorates be hired. We call this an oversteering effect since it could lead to hiring "doctorates" without any regard to their effectiveness in teaching the B.Ed., AQ, and for that matter, M.Ed. program. Second, under almost any strong criteria there will be a shortage of good candidates as most faculties compete to fill a large number of openings.

We are obviously not against the possession of a doctorate, but given the seriousness and the scope of the matter, the question of recruitment must be considered more collectively and publicly. Among the questions to be considered are:

- what staffing patterns will provide the best mix of academic and professional resources?
- what special and targetted programs and incentives can be established to contribute to the recruitment of doctoral level staffing required?
- what preparations, expectations and experiences will be most effective in producing and developing faculty of education professors and secondments who can integrate practice and theory in the kind of clinically based teacher education programs which should be part and parcel of initial, early and long-term development experiences of future teachers in Ontario?

Research/Knowledge Production

Several related questions are involved in the issue of research. Not only are faculties of education expected to be actively involved in research, but they are also expected to be aware of relevant research taking place elsewhere, and indeed to incorporate such knowledge into their programs. In this context, it is important to note the distinction between research on education (which might be directed to teaching, learners, schools) and research on teacher education. As shown in the descriptions given above, not a great deal of research is undertaken at faculties

of education, and only a very small part of it is actually teacher education research.

Regardless of whether one endorses a field-based, university-based or some combined paradigm, the research/knowledge production on teacher education in Ontario is meager. Our outside consultant did a count of research papers presented to the Canadian Society for Studies in Education at its annual meeting in 1986. Ontario (leaving aside OISE for the moment) had one of the lowest provincial averages per institution of papers presented. OISE with all its research does not have a record of specializing in teacher education. To the extent that research, carefully done and considered on a regular cumulative basis by institutions, could contribute to the move from goodness to greatness, its absence represents a serious gap. Ontario's relatively small involvement in research and dissemination contributes significantly to our limited presence and reputation on both national and international levels.

Research focussed on teacher education would involve inquiry into what constitutes effective inservice or practica, or on other aspects of preservice, such as research on the socialization of teacher educators, or perceptions of students and faculty. Such new knowledge should be used to inform teacher education.

The move to universities for many faculties is less than 20 years old. The role of research including the documentation of innovative or alternative programs has still not taken its rightful place in many faculties. The problem is also more general in Canada. The Social Sciences and Humanities Research Council (SSHRC) report in 1983 noted that there were no clearly stated expectations for faculty who were transplanted from the teachers' colleges to the universities; rather it was expected that somehow, after the move to the university, change would occur. However, the "transplants" had often not been trained in research methodologies, nor had they been socialized into the mores of a research community (a point echoing the concerns expressed by the faculties).

A review of research in Canadian teacher training done by Holburn and Wideen in 1983 suggests that research on teacher education does not have a high priority in faculties of education. Both lack of funding and methodological problems appeared to constrain the conduct of quality research.

It is useful to distinguish among different types of research or knowledge production. Scholarly research, which meets requirements for publication in refereed journals, will add to the understanding of basic processes in teacher education, but other kinds of research and writing are also valuable for informing practice. Indeed, good field-based research can generate better theories even when judged by the criteria of pure scholarship.

A point noted by others and confirmed by us is the difficulty in identifying research on teacher education and on innovative programs. Attempts to gather information are hampered by the lack of any mechanism for collecting, reporting and disseminating such information, and probably also by the general lack of research focus, in the sense that people in faculties of education often say, "We don't have time to write these things up... We're too busy doing them."

The orientation to research appears to be changing in some ways. The next five years presents the first opportunity to hire, on any scale, faculty who can conduct research. The Deans of Education appear to be committed to using the opportunity for that purpose, although the dilemma of faculty hiring discussed in the previous section presents problems.

We have some recommendations in Chapter 4 designed to address these matters. Faculty renewal and hiring can also make a large difference to future knowledge production.

The Role of the University

> *First, professional programs depend on the University to provide the intellectual foundations for professional practice. Second, the professional faculties make an important contribution to the breadth and quality of the intellectual environment in the university* (Connell, p. 27)

Education has traditionally suffered from low status when compared with other faculties in the university, even with other professional faculties. Although this was not specifically mentioned by our "stakeholders," it is obviously a factor in Ontario's universities. Faculties of education often do not meet the research standards as seen by the university (see Ontario Council for Graduate Studies Report), and work such as supporting practice teaching does not "count" in a university setting.

Attempts to deal with the problem have focussed on encouraging the university to respect and value practical knowledge as well as theoretical, and also on encouraging faculties to do more scholarly work that meets the usual university standards.

We doubt whether these slow evolutionary steps will make a great difference in the status and role of faculties of education in the university. As others have said before us, teacher education, to be most effective, has to be seen and valued as a university-wide, not just faculty of education, responsibility. It is revealing to note that in the faculty of education submissions, especially relative to the consecutive programs, hardly any mention was made of the rest of the university. In the new model we present in Chapter 4, university presidents must be willing to endorse teacher education (as a continuum) as a university priority, and to act accordingly, sponsoring forums on the role of universities in teacher education, and encouraging and being responsive to new program models which involve collaboration across faculties. We understand that there is some ad hoc participation of other university professors in teacher education. (Concurrent programs may even encourage it systematically.) The models for the future must engage other university departments (Mathematics, Science, Fine Arts, Computers, etc.) especially in the induction and inservice programs. It will also be necessary to consider the role of the university and the nature of a liberal arts program for prospective teachers. The question of prerequisites and alternative routes for prospective teachers within liberal arts could profitably be reviewed jointly by faculties of education and the appropriate university committees or groups. With some endorsement by leaders, small incentives, programs designed accordingly, and an attitude that what is to be learned is a two-way street, we predict that many university professors from other disciplines would contribute effectively and willingly, and would gain from selective involvement in teacher education.

Admission Procedures

In making admission decisions, all teacher education institutions use previous academic performance, and many use other criteria (interviews, previous experience, personality traits, etc.). Literature consistently concludes that criteria used do *not* reliably predict success in teaching. Results are somewhat conflicting; in fact, as one writer stated, "There are layers upon layers of complications."

Among these "complications" are:

- difficulties with ratings of teachers' performance. They are usually ratings of student teaching, which may be premature, and the ratings themselves are suspect.

- non-cognitive variables are seen as valuable, but do not consistently relate to success in teaching. Also, there is a problem in how to measure them.

- problems with the definition of an effective teacher suggest that the first challenge is to define and describe, and then develop instruments to assess the candidates.

Given this situation, one could question how far it is worthwhile to pursue the issue. Instead, one could explore ways of making teaching more attractive (to ensure a good pool of applicants) and of providing opportunities early and often in preservice programs for prospective teachers to "try out" teaching and to receive constructive counsel in determining if they are suited for the profession.

> *Selection is a process, not an event. Intensive periods of direct experience are the most appropriate bases for both self-selection and external judgements.* (Quoted by Russell, p. 7.)

Interviewing and other methods designed to assess desired non-cognitive characteristics (e.g., a record of effective experiences with children or youth) need further development, both in terms of methodology and feasibility.

Gender composition of the teaching profession is another important matter we take up in Chapter 4. The issue is how to attract both the best women and the best men to teaching.

As the composition of the school population changes, many have wondered how to increase the proportion of teachers from different ethnic and racial groups. It is assumed that such teachers would provide a greater variety of role models for students in a multicultural society, and also that they would bring enriching perspectives to teaching. A related concern was raised by OAEAO in asking whether teachers were being recruited from a narrow band of society. The involvement of practising teachers on admissions committees is another issue (one that could be facilitated in the model we present in Chapter 4).

Preservice Curriculum

What is a reasonable objective for a preservice program? A fully qualified competent teacher, or a novice ready to take on the next step (classroom teaching) within a supportive learning framework? The question is relevant to the problem of "more and more" being squeezed into the preservice program as faculties find themselves subjected to demands from many special interest groups. The first priority, in our opinion, is to identify what is necessary for the beginning teacher in terms of knowledge, skills, attitudes etc., and then plan a program to provide them with these capabilities followed by appropriate induction and inservice training.

The focal point of the preservice program should be some conception of the kind of teacher desired. We must define what is wanted in the way of a teacher. The following is one possible framework:

> *....the ideal teacher is a knowledgeable, well-organized and consistent classroom leader who interacts with students, colleagues, and patrons purposefully and effectively. This individual sees teaching as more than meeting with students, and works with peers on identifying and acting on problems at classroom and school levels of the system. The teacher values this opportunity to be an integral school decision-maker, and others value the teacher's perceptions and knowledge of desirable practice* (Hoffman and Edwards).

One assumes there would be many different conceptions of teaching, and thus many alternative preservice programs. No one has clear evidence of the superiority of one model over another. There is much scope for faculties to develop programs to meet local conditions, or to embody exciting new models of teaching.

We claim that searching for the answer to the problems of teacher education in the preservice curriculum is unfair and conceptually misguided. No preservice program, no matter how well designed, can produce the ready-made teacher. The preservice program should be conceived as the first small step – connected explicitly to the next step – towards the ideal teacher. There is too much to learn, and some of it, by definition, must be learned through substantial experience and reflection over a number of years. Extending the teacher education curriculum into the induction years will raise radically new possibilities for redesigning the preservice curriculum.

Associate Teacher/Practicum

It is widely, indeed almost universally agreed that field-based experience is a necessary component in teacher education; however, questions arise of the purposes of such experience. As far back as Dewey, two conceptions were proposed:

1. apprenticeship: learning techniques. Danger is that what is immediately successful will be adopted.

2. laboratory: becoming a thoughtful and alert student of education, learning how to keep on growing.

Practice teaching experiences tend to lead to a focus on technique for its own sake, without reference to the reason or educational purpose behind it. Both schools and the university are responsible for development of such utilitarian teaching perspectives.

Concern over the role of the associate teacher was raised in several submissions, notably those from the federations. We heard that the role of associate teacher was seen as a chore, with few rewards or prestige attached to it.

A look at the literature shows this to be a frequent concern. A recent Canadian report stated that the role of associate teachers is poorly defined, that they feel unprepared for their supervisory responsibilities, and that they seek more input into the planning process.

As indicated earlier in this chapter, the "adjunct professor" role at York is significantly different, and may be more fulfilling in many respects for those participating.

The practicum is often seen as the key element in preservice teacher education, yet much of the research suggests that, as it now operates, it is ineffective in helping students relate theory and practice in teaching. One recent Canadian report summarized the research by suggesting that the practicum was seen as role rehearsal, with the students' main objective to secure a good rating and subsequently a job. The criteria for success on the part of students is to demonstrate interest and enthusiasm. Students do not see themselves as part of the mainstream in the school and are generally critical of the feedback they receive. Studies dealing with the role of the associate teacher find a lack of clarity regarding roles and expectations, as a result of conflicting views between school and university personnel. Supervisory workshops are well received by those who act as associate teachers, but the models presented in such workshops are poorly implemented. Students provide the most important source of influence on associate teachers (as opposed to the faculties of education).

Many faculties of education across Canada have lengthened the practicum, a strategy that seems advantageous in terms of lowering anxiety and raising self-esteem. However, the results are by no means consistent, as it is evident that a complex set of variables is at work, a fact virtually untouched by the studies reviewed.

In any case the current situation of associate teachers is unsatisfactory. Altering and enhancing the roles of associate teachers and student teachers must figure prominently in any reform.

Teacher Orientation/Induction

Most of the submissions to the researchers suggested that attention be paid to the "missing link" of orientation and induction in the teacher education continuum, although there were a variety of suggestions about how such orientation might be carried out. Some temporary or longer-term induction programs have been in operation in other provinces (Alberta), and other countries (Australia, Britain, United States), and much can be learned from the experience in other jurisdictions. Many have been experiments, which were discontinued as initial funds ran out.

Beyond the specific details of such programs is a consideration of the overall socializing function of orientation/induction programs. In his book *Schoolteacher*, Lortie discussed this function in some depth:

> *The functions performed by the shared ordeal in academia - assisting occupational identity formation, encouraging collegial patterns of behaviour, fostering generational trust, and enhancing self-esteem - are slighted in classroom teaching.*
>
> *Most prospective teachers go through formal preparation programs individually, rather than as members of cohort groups. Such independent programs of study prevent sets of students taking courses in common, except at very small institutions and in some of the more innovative programs. Although all students share, in one sense, the ordeal of student teaching and the typically frightening first year of induction, they do so independently as opposed to collectively; as a consequence these experiences do not induce "a sense of solidarity with colleagues" or "augment the 'reassurance capital' of classroom teachers"* (Lortie, p. 161).

We know a lot about what happens when teachers enter schools for the first time: the frustrations, fears, and anxieties, faced by new teachers; the tendency to focus on survival rather than on growth during that first year of teaching. We are less clear about how best to counter such experiences, but there are some conclusions to be drawn from successful induction programs. Induction literature has for the past twenty years offered consistent recommendations for beginning teachers, that is, a variety of job-embedded supports such as:

- reduced work load
- extra release time
- reduced class size
- exemptions from non-teaching responsibilities
- structured opportunity for practice, reflection and discussion
- chance to observe and be observed by experienced colleagues.

On the curriculum side, as we shall suggest, the induction years are to be used not just to ease one's way into teaching. The

induction curriculum can and should be designed to provide further specialization in subject matters, and the further development of knowledge particular to the community settings in which one is teaching.

How can schools become places where, by virtue of joining or being on the staff, you actually learn how to teach better? Induction is the key to beginning to build a true continuum.

Inservice/Additional Qualifications Courses

> *In the last decade, inservice programming in teacher education has received considerable attention. Interest has been stimulated by public criticism of the quality of education, teachers' concerns about job security in a period of declining enrolment, teachers' desire for more career development opportunities, and the need for retraining, especially for those teachers whose initial training was minimal. Inservice education is also seen as a method for adapting to the demands of a changing society. Schools are now expected to provide for more of the physical, personal, and social needs of students, and some argue that teachers should be educated in ways of meeting these additional expectations. The belief that self-renewal is a lifelong requirement for the teaching profession also has implications for inservice teacher education* (Russell).

The tremendous amount of inservice activity in Ontario was documented in Chapter 2: *The Way We Are*. Faculties, OISE, federations, TVOntario and boards are all involved, devoting large amounts of time, money and expertise to the enterprise. However, it is difficult if not impossible to determine the impact these programs have. Moreover, given the number of different bodies involved, and the scope of activities, coordination is a major problem. We suspect the current system is inefficient in melding the resources.

Problems with traditional inservice programs provided to teachers are well known, and are well documented by Russell (1986) in the literature review done for the Teacher Education Review Committee. It is reasonable to assume that much of the professional development provided suffers from one or more of the following problems.

- Inservice programs are often "one-shot" workshops and not part of an ongoing commitment to program and school improvement.
- Content and strategies of the programs are often not determined by teachers and take little account of the students and schools for which they are intended.
- Teachers are given little chance to practise new skills and provided with little feedback on their subsequent classroom application.
- Little follow-up support, particularly from administration, is provided for implementation of new programs
- Program content and delivery often ignore the concerns, needs, and existing skills and knowledge of participants
- Program content seldom uses the current knowledge base of teaching and school effectiveness research
- There are few motivations to learn more about teaching; the prevailing expectation of teachers is "there is little to be learned."

The fundamental problem appears to be

the transfer of knowledge and training from the inservice activity to the classroom.

The conditions of teaching as a career or non-career are particularly relevant to provision of effective inservice, as the following quotation makes clear:

> *As a group, the students of continuing teacher education are weary from the excessive demands of the occupation, dulled from their routinized work with children, and frustrated by the lack of opportunity for intellectual, purposeful exchange with adults. In response, a great many of them simply disengage from the business of teaching. Much of their teaching becomes routinized, habitual, and unenthusiastic. They go through the motions and they acquire second jobs or other side interests that give them something other than kids and school to think about. While they cannot escape teaching in body, they can in mind and spirit, and these career teachers are today's majority; they are the students that teacher educators must motivate to learn to teach more effectively. The task represents an obviously formidable challenge, particularly when it must be accomplished on top of the average teacher's 46-hour work week* (Lanier and Little, p. 544).

In Ontario, there are more and more examples of inservice programs which provide follow-through, and are linked to practical application. Teacher participants are satisfied with AQ courses. The model we recommend in Chapter 4 attempts to harness, coordinate and refine these already existing natural energies and resources.

Program Review

The preservice programs in faculties of education are currently reviewed on a cyclical basis (approximately every five years) as part of the written agreement between the Minister of Education and each university. In some cases reviews have produced long lists of recommendations. We could find no evidence of mechanisms for follow-through, and consequently no planning and action connecting one review to the next. In addition, university curriculum committees approve new courses, and review faculty plans on an annual basis. Fuller reviews are usually conducted at the end of the term of each dean in preparation for the next term.

Program reviews seem to be limited either because they have no power and/or because there is no constructive means for acting on problems. Any recommendation for reform should strengthen reviews on both these dimensions. New reviews will have to be established for induction and inservice programs. Professionally based performance appraisal systems should also figure prominently in new evaluation systems designed to stimulate and support further development.

Demographics/Teacher Needs

It is beyond the scope of our report to provide statistical data on the future needs for teachers in Ontario, although we do plan to collect some data for the final report. We would welcome suggestions or information from interested parties on this issue. Some preliminary analysis is available in the Atkinson, Sussman (1986) report.

We would make a few general points. First, there will be a need for more teachers in the 1990's. This is another aspect

of the need and opportunity to establish new approaches to teacher education which address the entire continuum, including of course, induction. Second, there are a number of specific issues to be examined further, such as the implications of Bill 30, the need for francophone teachers and faculty members, male/female distributions in the teaching and administrative ranks, need for cultural minority teachers at both the school and university levels. Finally, there is the matter of how to prepare teachers for the future, that is, teachers appropriate to societal conditions in the twenty-first century.

The Strategic Planning Task Group, a joint venture of MCU and MOE, grew out of the growing awareness of the changes in Ontario society, and the need to monitor and assess such changes from a broad perspective. In order to provide leadership and vision, the educational system must be based not only on an understanding of what society is, but also of what it may become.

Therefore, in addition to demographic information relating to the numbers of teachers required in the coming decades, we must do our best to grapple with the issue of what *kinds* of teachers will be needed. We need to know about changes in technology, about changes in the structures and values of society, and we need to understand how such changes will impact on the educational system in general, and on teaching in particular. It has been pointed out, for instance, that the rate of knowledge expansion has increased so dramatically that the total store of information in the world now doubles every few years. In such circumstances, the goals of the educational system must surely change, or we risk being left behind as the world changes.

A look at some of the "futures" documents leaves no doubt of the importance of strategic planning, to ensure that detailed educational plans do not turn out to be irrelevant or misdirected. We should plan for particular types of teachers based on discernible trends. However, such documents also reveal differences in projections, and suggest that society must be prepared for the unexpected. Unknown future possibilities are endemic to complex societies. In light of this we have opted in our proposals for a model which stresses adaptability more than predictability. In teacher education, this means providing induction programs in the early years of teaching, which are adaptable to special local needs and to provincial trends. In general, it means taking seriously the notion of the career-long continuum, and building in mechanisms for ensuring that teachers can continually learn what they need to know to meet the ever-changing needs of their students and of the communities from which they come.

Special Issues

There is a wide range of issues about which teachers must be informed in order to respond appropriately to the needs of students and of the school community. Among the issues are: multiculturalism, race relations, sex-role stereotyping, needs of the Native community, English as a second language and special education. These are issues that all teachers must address in their classroom behavior and thinking, if they are to deal adequately with Ontario's society in the late 1980's and 1990's. For teachers planning to work in a particular geographical area, specific issues are even more crucial.

In addressing the question of how teachers are to be prepared for dealing with all these issues, the tendency has been to create pressures on faculties of education to add more and more to their preservice programs to meet emerging needs. In addition, of course, AQ courses are often provided for experienced teachers, and boards provide inservice professional development workshops as well. Nevertheless, concern is always expressed that preservice student teachers be provided with courses in many of these areas.

What has been missing is a framework for considering where in a teacher's career such learning should occur, or what is reasonable for each stage in the professional continuum. Once the faculties are freed from the idea that in a one-year program they are to produce fully competent functioning teachers, it is possible to decide whether a topic is best introduced at the preservice, induction or inservice stage, and if it is to be introduced in the preservice, how it can be further developed at each subsequent stage.

Some of the themes brought to our attention call for special comment. These are religious education, special education, concerns about early childhood and primary education, and teacher education in relation to private schools.

- *Religious Education:* With the extension of funding to Roman Catholic secondary schools, the question of religious education has taken on added prominence. OTF raises the question of how religious education should be accommodated, and wonders how the extension of funding will affect teacher education. OECTA believes that religious education should be compulsory for all students intending to teach in the separate school system, and urges that religious education courses be seen as central to the program, not peripheral. Discussion of this issue must focus on accommodating diverse needs within faculties of education, and on determining appropriate objectives in the area of religious education for each stage in the preservice - induction - inservice continuum.

- *Special Education:* Following the implementation of Bill 82, teachers are more likely to find children in their classes who have been identified as exceptional in some way. All teachers should understand the needs of exceptional learners. Again, it is important to set reasonable objectives for teachers at different points on the professional continuum. (We are speaking here of regular classroom teachers, not special education teachers.) Novice teachers can be expected to demonstrate basic teaching skills, with awareness and some skill in adapting an approach to meet individual needs, but they cannot be expected to deal effectively with a wide range of students who have unusual and special needs. In the context of induction and inservice training, teachers will extend this knowledge and skill in the special education area.

  A paper prepared by OAEAO and OTF has made a variety of recommendations concerning special education preservice and inservice training for classroom teachers in both the elementary and secondary panels (Teacher Education for Special Education, 1983).

- *Early Childhood and Primary Education:* The publication of the Early Primary Education Project report in 1985 was seen as an important step towards giving greater priority to the needs of young children. A Centre for Primary and Junior Education has now been established in the Ministry of Education. People active in the early primary area are hoping for further developments relevant to the education of young children, perhaps following up on some of the recommendations in the

EPEP report. Many of the issues have to do with teacher education and certification.

- *Certification/Preparation for Private/Independent Schools:* This is an issue addressed by the Shapiro Commission, and also by two submissions to the researchers. The Shapiro Commission pointed out:

> *.....only persons holding the OTC may teach in the public schools of the province. There are, however, no provincial standards for teachers in private schools and, in the actual case, there is a wide variation in the qualifications of these teachers. ....This variation is not unexpected given the divergent philosophies of certain private schools.....the Commission does not believe that it would be appropriate to insist on the same and relatively high OTC standard for all schools since there is no clear evidence that teacher certification is always necessary to the student acquisition of the understandings and skills necessary to good citizenship. Further, the Commission is aware that no amount of qualification can absolutely ensure a high level of teacher performance. (p. 42)*

The Commission went on to make recommendations that all elementary and secondary school programs in Ontario be offered by qualified teachers and that the term "qualified teachers" be defined somewhat differently for those teaching in private and independent schools.

The gist of our recommendations on most special issues is to introduce them in the preservice curriculum, but to specialize in the induction curriculum and beyond on those issues of particular importance in the setting in which one is teaching.

Francophone Needs

The history of Franco-Ontarian teacher education although in some ways, parallel to that for anglophones, must always be viewed within the context of teaching in a minority situation. Francophone teacher education, initially controlled by the religious orders of the Catholic church, became increasingly secularized as changes took place in both education and religion. It is not clear how recent events, notably the passage of Bill 30, will affect the relationship between religion and the Franco-Ontarian educational system. Franco-Ontarian communities have been affected by both geographical and cultural isolation, a situation which has influenced teacher eduation along with other institutions, creating different needs and concerns. Perhaps of greater importance, Franco-Ontarian education has long been characterized by a sense of linguistic and cultural mission, a mission which is continually redefined as the community changes, but which has always created specific demands on teaching practice.

Francophone teachers are often a minority within anglophone boards. In addition, there are limited numbers of AQ and position of responsibility courses offered in French. Both of these factors are sources of concern with regard to the inservice training of francophone teachers.

In the preservice and graduate areas, the limited number of programs available has severely restricted the potential for development of highly-qualified francophone cohorts, familiar with the special role of the teacher in the Franco-Ontarian minority context. For this reason, importing professors and teachers from French majority areas (e.g., Quebec) is not an entirely satisfactory solution.

The position of the Faculty of Education at Laurentian University needs reconsideration in regard to enlarging its facilities to permit the training of secondary school teachers. The question of governance and

co-ordination of courses, both preservice and inservice, between the francophone sector at Ottawa and Laurentian also needs rethinking.

The Ontario Institute for Studies in Education also intends to play a greater role in francophone inservice and graduate-level training.

Enhancement of the Profession

This issue, although not raised specifically by submissions, can be seen as the core of many of the other issues. The profession of teaching (both in the schools and in faculties of education) needs enhancement. Faculties of education are at a disadvantage in many of their dealings within the university, while much of teachers' work in schools takes place within a bureaucratized framework that does not provide the autonomy of professional work.

There is no point in preparing teachers with the latest knowledge and skills, then sending them to work in schools where they cannot use them. Conditions of work are directly relevant to all stages of the professional development continuum.

It has been said that teacher education will improve in direct relationship to improvement in the status of teachers in society. If teaching is not seen as a rewarding career, it will not attract and retain first rate professionals. Teaching, for example, is a strangely "careerless" career, since little distinction is made between newcomers and others. Expert teachers do not enjoy any particular rewards (material or otherwise) that are not available to their junior or less accomplished colleagues.

Of course there are exceptional schools, and exceptional schools boards or districts, in which continuing school-based professionalism and professional development are the norm. However, teachers frequently report that they are left to their own devices, isolated, yet physically crowded; alone, yet not autonomous; powerless to affect the organization around them.

Our conception of the enhanced profession is developed in Chapters 3 and 4. The elements of this conception are extremely important because they must be effective in producing professional responsibility, continuous improvement and public accountability. This goal of enhancement is not pursued for its own sake, but as the key to any substantial reform in teacher education.

Conclusion

We have identified issues in teacher education that seem to require some resolution, and have provided a sense of what is problematic with each. However, it is difficult on an ad hoc basis to make recommendations about so many disparate yet interrelated issues. What is required is a conceptual framework, a vision of teaching and teacher education, within which the issues can be considered. Such a conceptual framework will be presented in the next chapter, and will lead to a systematic set of recommendations in Chapter 4, which will incorporate the themes described in this chapter.

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CHAPTER 3

On Being and Becoming a Teacher

A transition from what is to the way we should be

We have carefully weighed the opinions and views of those who have a special interest in teacher education in Ontario. Many worthwhile proposals were made to us, and we have tried to acknowledge them all. We have also read widely on the state of teacher education in other parts of the country and in selected English-speaking countries outside our borders. Our overall sense is that there is more feeling of urgency elsewhere about the need to reform teacher education than exists here in Ontario. Still there are those who believe that major changes are needed. We share this view and we share the sense of urgency found in other places.

The various proposals made to us do not add up to a comprehensive framework for reform. We believe it is important to have such a framework, particularly when we urge major reforms, as we do in this report. This chapter is the bridge from the issues in Chapter 2 to the recommendations in Chapter 4. It is, in many ways, the passport from goodness to greatness in teacher education. Our purpose, therefore, is to lay out as clearly as possible the starting points and assumptions which underpin the proposed reforms. We offer a perspective on teacher education consisting of a set of five assumptions having to do with the nature of theory and practice; the relationship of the quality of schooling to the quality of teacher education, the question of what it means to be knowledgeable as teachers; what it means to be a teacher; and the teacher as professional, and the career-long continuum of teacher education.

Our central notion is that quality education for our children requires a teaching force which is viewed as a profession consisting of individuals who make judgements about teaching and learning, who are granted the authority to carry forward the consequences of their judgements, and who are responsible for their own continuing education. Because we believe teachers are not now treated as professionals and that schools are primarily bureaucratic rather than professional places of work, we have written a section titled "Schools as Places of Work: A Time for Change." In this section we develop our idea of what it means to be a professional and we describe the school conditions which inhibit and foster this professionalism. We conclude with the view that the starting point for reforming teacher education should be plans and proposals which change the school from a bureaucratic workplace into one for professionals. Such a reform should be the starting point, we claim, for imagining and establishing appropriate relationships with other institutions. The detailed proposals of this report are presented in Chapter 4, titled "Reshaping Teacher Education."

A Perspective on Teacher Education

Can we find ourselves a position between, on the one hand, a methodological fanaticism which would forbid us to understand anything besides the method we provide, and, on the other, a feeble eclecticism which would exhaust itself in inglorious compromise (Ricoeuer).

Diverse, imaginative proposals, plans and scenarios abound on what it is "to be and become a teacher." Exciting possibilities are found in discussions of clinical teachers, lighthouse schools, experiential knowledge, internship, reflective practice, induction periods, personal and practical knowledge, mentor teachers, and expert teachers. There is a rich, albeit recent, theoretical literature on the nature of teachers, teaching, teacher education, learning and professionalism.

While it is rewarding to consider these various ideas and practices, it is impossible to hold them all in mind as equally valuable since there are sharp divisions in principle among them. Behaviorists rail at the experientialists, critical theorists condemn the psychologists for their technology of the expert teacher, phenomenologists stress knowledge – personal and practical – and the teachers life-world while decrying the bureaucratic face of schooling and of teacher education. Like everyone else, we must choose to take a stand in order to make recommendations. We cannot hide behind mere relativism and offer an "eclecticism" that says either "Do it all" or "Do whatever you want, it's all the same." We must take a stand. But it must be one filled with practical potential, not one of "methodological fanaticism."

It is important both to ourselves as authors and to you, our readers, to understand the personal outlooks that govern this report. We are, of course, guided by the research literature. But nothing, or virtually nothing, in teacher education must be done because of the research findings alone. Instead, in order to make recommendations we need to establish a perspective which identifies certain preferred outlooks and points of view, to say why they are valued, and then to do some creative thinking of educational possibilities. That is the burden of this section of the report, and the character of the report as a whole.

The following sections sketch five assumptions that serve as starting points in our thinking about what might be in teacher education in Ontario. **The five assumptions add up to a personal-social perspective on schooling and teacher education which leads us to the view that Ontario teacher education needs massive and fundamental reform. The needed reform is more one of perspective on teaching and teacher education than it is on the details of its practice.** Many scenarios would fulfill the image of teacher education implicit in the perspective. Within this perspective we believe there is great scope for faculties, universities, boards of education and teaching associations to launch imaginative alternative experimental programs of teacher education. The five assumptions on which we build this perspective are described below under the headings of:

- Theory and Practice.
- Quality of Schooling and Quality of Teacher Education
- Knowledge and Knowing
- What Does It Mean to Be a Teacher
- The Teacher as a Professional and the Lifelong Continuum

It was the best of times, it was the

worst of times, it was the age of wisdom, it was the age of foolishness, it was the epoch of belief, it was the epoch of incredulity, it was the season of Light, it was the season of Darkness, it was the spring of hope, it was the winter of despair, we had everything before us, we had nothing before us, we were all going direct to Heaven, we were all going direct the other way – in short, the period was so far like the present period, that some of its noisiest authorities insisted on its being received, for good or for evil, in the superlative degree of comparison only (Charles Dickens, *A Tale of Two Cities*).

Theory and Practice

The most general, and most important, terms governing this report are theory and practice. Our basic belief about teacher education is that scenarios must be constructed in which theory and practice are clearly interwoven. We do not mean by this only that theory be applied to practice. We mean even more that practice be applied to theory. Theory and practice need to be interwoven in such a way that neither has absolute priority.

> *I shall assume without argument that adequate professional instruction of teachers is not exclusively theoretical, but involves a certain amount of practical work. The primary question as to the latter is the aim with which it shall be conducted. Two controlling purposes may be entertained so different from each other as radically to alter the amount, conditions, and methods of practice work. On one hand, we may carry on the practical work with the object of giving teachers in training working command of the necessary tools of their profession; control of the technique of class instruction and management; skill and proficiency in the work of teaching. With this aim in view, practice work is, as far as it goes, of the nature of apprenticeship. On the other hand, we may propose to use practice work as an instrument in making real and vital theoretical instruction; the knowledge of subject-matter and of principles of education. This is the laboratory point of view.*
>
> *The contrast between the two points of view is obvious; and the two aims together give the limiting terms within which all practice work falls* (Dewey, p. 9).

Teacher education scenarios that are merely practical are routine, dull, and mind-stifling. Programs that are merely theoretical are abstract, irrelevant and meaningless. Lively interactions of theory and practice are needed. Habits of mind need to be developed in which teachers and teacher educators are always searching for deeper reasons behind successful practices and in which action plans are imagined and tried out for new ideas.

We stress this theme because most people's idea of a good program is one where theory is applied to practice. We believe, with many others in teacher education, that the "theory applications" view is ultimately more than a benign view, it is a harmful one (Hunt, 1987). Some, for instance, believe there is such a thing as an "expert teacher" whose characteristics may be identified and the description applied as a model for training teachers.

> *Approaches in which teachers were told what to do, although perhaps effective in changing some teacher behaviours, do not acknowledge the rationality of teachers and place the researchers in an undeservedly superior position in which teachers are not able*

> *to assess the worth of what they were being told* (Floden).

To do as the proponents of the "expert teacher" approach wish is to turn teacher education into a technology of applied science and elevate the so-called holders of knowledge, the researchers, government officials, administrators and others, into positions of mastery. Such a development we believe is harmful to the teaching profession.

> *The historical evidence suggests, therefore, that a norm of intellectual dependence on external expertise was established for teaching in America in the late 19th century. The low level and haphazard nature of the teacher education curriculum was unquestionably functional for the majority of teachers at that time* (Lanier and Little, p. 554).

Teachers must be in control of their knowledge. They need to be viewed as knowledgeable about teaching situations. This does not mean that individual teachers can do what they want, or that teachers would not be active, critical consumers of the best knowledge and techniques of applied educational science.

> *We simply do not understand the process of learning to teach. And I indicate that this is true despite the straightforward nature of teacher education requirements stipulated by the Ministry and the conclusions of a decade or more of "teacher effectiveness research"* (Russell, p. 1).

Two Faces of Theory and Practice

When we think of theory and practice, we think of the obvious things such as the relation of liberal arts and science courses to professional courses, the relation of professional courses to the practicum, the relation of the practicum to teaching and all other curricular matters commonly understood to bear on theory and practice. But, more important, we think of the notion of theory and practice as concepts to think about with respect to individual teachers. **The ultimate question is not whether theory and practice are blended in some sort of abstract procedural fashion in a program for teachers, but that teachers and teachers-in-training experience the worlds of theory and practice in an interconnected way.**

> *There are a thousand ingenious ways in which commands on what and how to teach can and will, and must be modified or circumvented in the actual moments of teaching. Teachers practice an art. The moments of choice of what to do, how to do it, and with whom and at what pace, arise hundreds of times a school day, and arise differently each day in almost every group of students. No command or instruction can be so formulated as to control that kind of artistic judgement and behavior, with its demand for frequent, instant choices of ways to meet an ever varying situation.* (Schwab, p. 245).

One of the great difficulties in teacher education is what passes as theory; i.e., the question of what is actually meant by theory. What is referred to as irrelevant is often no theory at all (just because something is impractical or not understandable does not mean that it is theory). Theory and practice must become interconnected in the minds of teachers. The mental test for us of whether theory and practice interact, with neither assuming priority, is not in the logical structure of teacher education programming, but in personal experience as reported and understood by teachers. The question for teacher educators is whether what they do in the name of teacher education contributes to a unity of theory and practice in the minds and practices of student teachers and teachers.

We think as well that this same question needs to be asked by teacher educators of themselves. An important set of recommendations in this report has to do with the kinds of people who teach teachers; the question of theory and practice applies as much to them, and to their theoretical and practical lives, as it does to their students.

Quality of Schooling and the Quality of Teacher Education

When we ask ourselves why we should be concerned with the quality of teacher education, it is clear that our answer must be given in terms of the quality of schooling. Our review of the forces for change in teacher education shows that the single most important way of reforming schools, more important than curriculum, more important than management and administration, more important than structure, is the enhancement of the character of the teaching force and the conditions under which they work.

> *Close supervision was deemed necessary because teachers were 'persons of the most worthless character who had formerly been convicts and who were notorious drunkards.' The subsequent development of centralized government education systems in Australia merely meant that one form of bureaucratic control, through the Church, was replaced by another* (Smyth, p. 428).

The most important question in teacher education has to do with what conditions of schooling are most enhancing of teachers' work. The workplace is the key, and we will argue that it is currently a workplace designed for people of a different age and for ideas of management and control no longer suitable.

Knowledge and Knowing

Ultimately, education of any sort, and certainly that of teachers, comes to a question of what it means to know. Given our views on theory and practice, it is clear that we think of knowledge as having theoretical and practical components. There are theoretical ideas of subjects taught, of psychology, of professionalism, and of teaching. There is practical knowledge, won by experience, of how and what to do in certain teaching situations. Teachers build routines for class management, adopt and create rules and principles for encouraging student thought, and elaborate methods for units of study.

These various theoretical and practical fields of knowledge become embodied and unified within a teacher. As such, this is a personal kind of knowledge, a knowledge that is no longer only objective, as is knowledge housed in textbooks or computers. Nor is it a knowledge which is only subjective, as is an individual's whims and fancies. For want of a better term, this personal knowledge is intrasubjective. It is a knowledge of educational situations as held by a particular person with a particular life history. Important parts of this knowledge are shared by teachers as professional knowledge. It is a knowledge of children and of self, colored by emotion, built on aesthetics and functioning morally. After all, this is how any one of us may be said to know anything in a practical sphere. None of us acts as an objective machine applying and working with the theoretical and practical rules and principles known to us. Instead, as the philosopher Bridgman says, "we do our damndest" with our current resources, and that includes everything theoretical, practical, personal, social, emotional, aesthetic and moral, that we hold in our personal bank of experience.

The significance of this understanding of the nature of knowledge is that in teacher education we must go beyond the elaboration of theoretical principles and rules of teaching and beyond the practical descrip-

tors of action found in statements of skills, habits and routines. **We must move to ways of thinking, and to plans and programs, by which teachers may reflect on themselves as knowing, teaching, beings.** The question for teacher education is how this personal practical knowledge may be enhanced to strengthen the teachers' professionalism. To take this notion of knowledge seriously is to pay close attention to innovative programs of reflection and inquiry scattered across the country.

Sound professional development depends also on access to and experience with the best of effective educational practices. Professional development must therefore, provide continuous opportunity to develop necessary skills and competencies and to reflect, discuss and assess with other knowledgeable professionals the value of particular educational practices. Note, that our conception of professionalism has both personal and collective dimensions.

What Does it Mean to be a Teacher: Narrative, Knowledge and the Continuum

One way of developing an idea of teacher education which focusses on knowledge and knowing on a continuum is to focus on the life stories or narratives of teachers. "On becoming a teacher" is a matter of personal narrative. Everyone has a life story which makes them unique, and everyone has goals, aspirations and directions which are essential to an understanding of them as teachers. All of us, not only teachers, are what we are because of where we have been and where we are going. We cannot ask ourselves "what does it mean to be a teacher" without asking where we are headed and where we have been.

Too often in our thinking about teacher education we try to manufacture an artwork. We have an image of the ideal teacher, and we try to shape one through our teacher education programs. There is a thing, the ideal teacher, to be trained and educated by the proper methods and knowledge. This view is not helpful in understanding and planning for a continuum of teacher education. We need, instead, images and views of teacher education which conceive of teachers on a narrative life stream. We mean this in both general sociological terms, where we are concerned with the cultural and home background of teachers and the social class they represent, and we also mean it personally in terms of the life story of specific people. The consequences of this narrative view of "being and becoming a teacher" are significant.

We do not mean to imply that there is only one route to reflective practice. Examining latest research knowledge, participating in applied research, observing effective practices being carried out in other classrooms, trying out curriculum produced elsewhere – all can be valuable if they are part of a process of professional interaction, action and reflection.

The Teacher as Professional and the Lifelong Continuum

One of the assumptions we make about teacher education is that it is a matter of lifelong learning. We extend the idea of teacher education backwards in time from the faculty of education to include teachers' general education and social origins. As is well known, these origins are critical to the quality not only of the teaching profession but of teacher educators. We also extend the notion forward to include induction practices, apprenticeship years, and continuing professional development throughout a teacher's career. Partly for this reason, we are able to build our recommendations for teacher education on our ideas of schooling and of schools as workplaces for professional performance.

What we imagine might happen in teacher

education programs follows from our understanding of schooling as a workplace. This is the source of our views and recommendations on such matters as preservice curriculum, administrative structure and board management.

Many writers on teachers and teacher education have long held the view that teaching is a profession comparable in principle to the traditional professions. But, in practice, teachers have been treated as bureaucrats, not professionals, and managerial and administrative structures and personnel have evolved around the bureaucratic notion. There was a time when this practical denial of the professionalism of teaching was warranted; a time when teachers had few or no credentials and were mostly transient. But this is no longer the case. The profession is filled with those who have doctorates and master's degrees, and the bachelor's degree is the norm.

To achieve the highest intellectual aims of schooling, and to create the forms of literacy our best writers imagine for our schools, we need teachers for whom the transmission of knowledge and culture is the foundation on which they build, not the end to which they strive.

We need teachers who are reflective, critical and inquiring. We need teachers who are comfortable with problems and for whom genuine discussion and inquiry with students is valued. We need teachers for whom didactics is basic and evocation the life blood; that is, teachers for whom the transmission of knowledge and culture is the backdrop to evoking inquiry and imagination in students. **We need teachers for whom the science and technology of teaching is continually developing and for whom the job is fundamentally an art which they study, reflect on, and refine throughout their careers.** This development is a requirement, a necessity, if we are to achieve the higher goals of education publicly promoted by government and theoretically defended by writers on literacy and the purposes of schooling. Teachers need to be people who are in the habit of doing what professionals everywhere do, which is to make the best of the situations in which they find themselves by drawing on their own and each other's resources. **We need to trust our teachers in the same way we trust our lawyers, doctors and architects, no more, no less.**

We can briefly sum up our main points by taking up the questions of "what is a fully functioning effective teacher," "what kinds of training and experiences are likely to encourage the development of such a person," and "what do the responses to these questions suggest for the concept of the teacher as a professional, and teaching as a profession."

Without getting into a textbook definition, the fully functioning teacher is one who can manage the complex social system of the classroom and diagnose in comprehensive ways the cognitive and social needs of students as individuals situated in their home and school contexts. Such teachers have command over subject matter, have built up a repertoire, and continually seek the best of sound educational practices. They value and insist on interacting with professional colleagues inside and outside the school in identifying and acting on problems at the classroom and school level. Such teachers are reflective and critical in a way in which curiosity about promising new ideas and ways of teaching becomes second nature. The goal is to become a confident, but not closed, *authority* on matters of practice and policy in the profession.

Fully functioning teachers are sophisticated effective professionals "who win many more cases than they lose." They get that way in the manner that most sophisticated professionals do. This is where new conceptions of the continuum come in. Selection is the first step, followed by training introducing the novice to the best knowledge and the best practices. The beginning teacher is deliberately exposed to experienced practitioners in an apprentice relationship; the goal is to instill and reinforce belief that dialogue on problems of professional practice is a career-long proposition. Access to new ideas and the continual development of skills through

professional development are essential features of this process. It is clear that in addition to preservice, the first five to ten years on the job are crucial for establishing a foundation.

The concepts of the professional and the profession are extremely important because they must incorporate professional autonomy as well as public and professional accountability. The conception we have in mind is the notion of *collective professionalism*. At the "up-close level," we see teachers and other support staff as small groups of professionals interacting frequently in the course of planning, testing new ideas, attempting to solve different problems, assessing effectiveness, etc. It is collective in the sense that giving and receiving advice and help would be the natural order of things.

Ruled out is the concept of *passive professionalism* in which teachers are treated as competency-banks and/or recipients of programs and policies handed down from others (whether they be other teachers or not). Also unacceptable is the extreme of teacher as *individual professional*. It is not a matter of allowing individual teachers "to do their own thing" under the guise of professionalism.

The implication, then, is that the profession would play a greater role in training, licensing, hiring, induction, continuing in-service, and firing. The profession would have to value and promote the interactive professionalism we describe, the search for new ideas, and continuous concern and participation in identifying, and upgrading, and enforcing standards of practice.

> *In the long run, efforts to enhance professional accountability, if they involve teachers as full partners, can bolster the authority and control of teachers over the substance and conduct of their profession. On the other hand, failure to deal with problems of teacher supervision will lead only to increased bureaucratic controls over education and the further deprofessionalism of teaching (Darling-Hammond, p. 550)*

The logic of this report is straightforward. We believe that the purpose of teacher education, and any reform of it, is to produce the highest possible quality education for the province's students. **The starting point, therefore, for thinking about teacher education is the education of school-aged students**. We believe, with many others, that the single, most direct and influential force on the quality of schooling is the teacher who works in schools. **The central question for this report, and for those concerned with teacher education, is *not*, therefore, how to train good teachers, but, instead, to determine the context in which the highest quality education may occur**. When those of us who are interested in teacher education satisfy ourselves on this point, we may then ask the backup questions of how best to educate teachers and to continue their education. But there is little point in asking these questions if we do not have a reasonably clear idea of what it means for professional teachers to do their work, if we are not satisfied that the conditions of schooling create the best possible professional climate.

Because we believe that the evidence unequivocally shows that the teacher's workplace is not, generally, conducive to professionalism and, therefore, to high quality education, we are convinced that the most important target for teacher education reform ought to be the schools themselves. The most effective action to improve the education of teachers is to reform the context in which they do their work. To start anywhere else is to tinker. We can be fairly confident that tinkering with preservice programs, with induction and apprenticeship, and with ongoing professional development will, at best, be high-cost activities with comparatively little payoff. Changes in these aspects of teacher education should be made, but they must be made in conjunction with and arising from new concepts of schools as professional entities.

> *But these challenging conditions are rarely found in the schools. Schools are suffused with bureaucracy. Rules are made by others to govern their behaviour. Teachers are treated as though they had no worthy expertise. Texts and guidelines are emphasized. Decisions and authority rests with superintendents, curriculum consultants, the principal, and all manner of outside experts. There is little wonder that the teaching profession exhibits an inadequate level of professionalism since it has been treated as a low-skilled, feminized, bureaucratized workplace* (Carnegie Forum on Education, p. 39).

What Does a Professional Teacher Want?

When teachers are asked about the sources of their satisfaction, salary and working conditions (taken in the narrow sense) rank comparatively low. **What good teachers want, it seems to us, are two things: they want students who are teachable, with the concomitant rewards, *and* they want to be treated as knowledgeable, effective professionals whose judgement is valued**.

Teachers should be the key architects of the forms of education for students, responsible for deciding for specific children and classes of children with different learning habits, styles and abilities, where – whether in school, in the community or in some combination – the child will learn best. Teachers are on the spot where teaching and learning takes place and they

generally know whether a student is learning. It is in the interests of our students that teachers be granted the professionalism that will make teachability the mark of schools.

> *The bureaucratic conception of teaching implies that administrators and specialists plan curriculum, and teachers implement a curriculum planned for them. Teachers' work is supervised by superiors whose job it is to make sure that teachers implement the curriculum and the procedures of the school district. In the pure bureaucratic conception, teachers do not plan or inspect their work; they merely perform it* (Darling-Hammond, p. 532-3).

Teachers should, therefore, be chiefly responsible for structuring, administering, and organizing curriculum and the day-to-day life in schools. A more equitable balance of responsibility and authority among principals, superintendents, government officials, researchers and teachers is required. We are not saying that there is no room for people trained specifically as principals, curriculum coordinators, consultants and superintendents. But these positions, and the training for them, should occur primarily as extensions of the model we are proposing. How can people in these positions best provide support and participate in creating and maintaining schools for professional learning? These various positions and roles should be seen less hierarchically and bureaucratically than is now the case. **Administrative positions should be seen somewhere along a carefully designed continuum of the career teacher in which administration is not viewed as the apex but rather an extension of teacher responsibility in a career cycle of in- and out-of-classroom work.**

The De-professionalized, Bureaucratic Character of the Workplace.

Few would disagree, we think, that schools are not now places of professionalism. They do not, in general, encourage creative, professionally autonomous action on the part of their teachers. Furthermore, most would agree with the statement that many students are not teachable, given the current school system. It is not only children with certain learning disabilities and those with troubled personal lives, – lives of abuse, alcoholism, drugs and early pregnancies, – who are unteachable. Many others as well, for whatever reasons of learning style, find the structured school environment a poor, sometimes impossible, place in which to learn.

Although there are a few highly promising, innovative programs, such as co-operative education and special education, a great deal more needs to be done for particular high-risk communities and their children, for instance, certain inner-city and rural settings. The province's educators most aware of these problems and most knowledgeable about them are the teachers in those communities. Instead of forming commissions on "child abuse," or "pregnancy, care, and education of the female teenager," we need to find ways of asking teachers to come up with ideas and plans for the teachability of these students. We need to tap their knowledge, unleash their imaginations and then give them the responsibility that is, after all, inherent in any profession worthy of calling itself such.

The recent reforms in secondary education in Ontario are illustrations, in our view, of what not to do to build a sense of professionalism. The reforms have many positive features. But the guideline detail and prescriptiveness result in a largely unnoticed denigration of the teaching profession. Telling people what to do in detail can only encourage an intellectual dependency, the exact opposite of what is most needed in our teaching force.

Despite oscillations between

> *subject-, child- and society-centered, curriculum change after 1960, and shifting trends between centralization and decentralization of authority, the Canadian tradition of administrative control remains live and well. ...Rapid growth and greater influence led to a marked expansion of supervisory personnel into a greater organizational complexity, marked by greater bureaucratization and professionalization of administration* (Tompkins, p. 424).

Critics of our view can point to well-known position statements of teacher groups who have called for reforms of the kind just initiated in the secondary school and who support them. But this support is a symptom of the de-professionalized status of teaching. People who are not treated as professionals, and who have come to build up a cultural ethos in which they see themselves doing well what they are told to do, can only view an educational system with minimal requirements as unsatisfactory. After all, in such a situation teachers do not know in detail what to do and may have difficulty with accountability because the guidelines are too vague to act as standards. But, the professional teacher has no such problem. Such teachers are able to draw on their personal and professional knowledge, say what is needed in their circumstance, plan the necessary programs, do the teaching and defend, with reasons, their actions. Later in this report we offer recommendations which, we believe, will answer the criticism that teachers "don't have the time to do all of this; besides, it has been tried and they really don't want it."

While we have used the secondary school to illustrate the de-professionalized status of teaching, it must also be said that many highly creative and innovative programs have evolved in schools. However, the highest degree of professionalism, as we understand it, currently is more likely to occur in elementary schools. Traditionally, these are schools staffed by women (although usually administered by men), with minimally detailed specification of their day-to-day activities and whose accountability is understood to be primarily in terms of the overall education of their students. The secondary schools by contrast are almost always judged in content terms (how much and how deep) and their teachers inevitably become subject-matter specialists. Teachability in the secondary school needs to be defined ultimately in terms far broader than subject-matter success. Secondary school teachers who work in basic, general and other non-academic programs know this to be the case.

Building curriculum for teachable students is not the only area in which schooling has assumed a bureaucratic rather than a professional face. Indeed, there have been numerous pleas over the years to put teachers in the driver's seat with respect to curriculum, and many have argued that the principal function of curriculum development is the professional development of those who do it.

> *Guidelines and directives now emanated profusely from both levels of the curriculum hierarchy. ...The resulting outlines or resource documents might be upwards of two-hundred pages in length. Such compendia were reminiscent of the detailed courses of study of previous generations* (Tompkins, p. 425).

What appears to have happened in Ontario is that the so-called decentralization of curriculum was more than counter-balanced by the centralization of administrative authority in school board units, such that curriculum planning became the responsibility of superintendents, consultants and coordinators. Elaborate, massive, and expensive curriculum development took place at the "local" level. Teachers were, of course, involved, but it is a very different thing to have a centralized board authority call the shots and invite local, hand-picked teachers into the inner sanctum of curriculum planning than it is to put the responsibility for teachability in the hands of teachers themselves. **Our general view is that the so-called support services**

for teachers have, in the end, had a negative effect on the profession, contributing to the idea of teachers as harried workers who need benevolence, advice and counsel to do their job. We later make recommendations for minimizing the support bureaucracy, returning the resources to the profession, and for dealing with the problems of teacher expertise and available time for the professional activities we propose.

> *Philips argues that provincially prescribed programs were not seriously restrictive, since the best teachers disregarded them, and most others were glad to have their duties clearly defined. There was reason to believe that teachers had more freedom under the dictates of a tolerant central authority at a distance than under a local superintendent zealous for the success of the program 'democratically' contrived* (Tomkins, p. 423).

> *Rapid growth and greater affluence led to a marked expansion of supervisory personnel and to a greater organizational complexity, marked by greater bureaucratization and professionalization of administration* (Tomkins, p. 424).

Curriculum, therefore, shades into the issue of administration, which is markedly bureaucratic. There is the principal who, far from being "a head teacher," is often a figure of authority. Principals walk the halls differently, talk to other teachers differently, and talk to different people than do teachers. As in any benevolent, bureaucratic setting, principals at their best are seen as wise givers and withholders of praise and resources while maintaining a properly managed organization.

> *The Essence of Leadership is an incantation for the bewitchment of the led* (Hodgkinson, p. 219).

Recently, "leadership" has become a buzz word for administration. It is clear that the intentions for leader-principals and other administrators are laudable on the surface. Some principals do good things along the lines we are suggesting, but more in spite of the system than because of it. Our model calls for new conceptions of professional leadership.

Let us be clear about the relationship between schools as workplaces and the new professionalism. There are schools in Ontario and elsewhere that approximate, at least ephemerally, the kind of organization we are proposing. They promote norms of continuous improvement in which analysis and betterment of one's own and others' practices (both within and outside the school) in concert with one's colleagues is the standard. Some school boards have attempted to develop approaches which support such professional development.

Little comments on one school she studied, which was characterized by such professional interaction:

> *In one of the five schools, classroom observation is so frequent, so intellectually lively and intense, so thoroughly integrated into the daily work and so associated with accomplishments for all who participate, that it is difficult to see how these practices could fail to improve teaching* (Little).

Good teachers working with other good teachers get even better. Improvement and professionalism coincide. Interactive professionalism is accompanied by a marked increase in support, informal evaluation, collective responsibility to and with one's peers, and professional certainty about what is right and effective to do.

These schools, however, are counter-institutional. They are rare; they require extra effort on the part of administrators and staff which cannot be sustained; they are fragile. They provide glimpses of what is possible, but no lasting hope as the deprofessionalized bureaucracy takes its inevitable toll.

How Did Our Schools Become so Bureaucratized and De-professionalized?

> *We have seen that early legislation had created a corps of local superintendents who were required to follow Ryerson's instruction, to maintain standardized records and to implement regulations governing teachers certification and textbook selection. Before long, Ryerson had three hundred officials who formed a chain of command between his office and thousands of section boards throughout the province. But by the 1870's inspectors were regularly employed officials required to have professional qualifications in the form of a teaching certificate and evidence of teaching experience and ability. By the 1890's 'they were professionally qualified agents of the central authority.' The centralization of inspection was an illustration of a trend towards the bureaucratization of all public administration in an age when centralization and a cult of uniformity developed which stressed selection by merit and evaluation by impartial purportedly objective means* (Tompkins, p. 70).

It is beyond the scope of this report to undertake a complete analysis of the reasons why schooling has evolved as it has in Canadian schools and, in particular, Ontario (see, however, Chapter 2). Our sense is that the necessary Canadian studies have not been done and we have little detailed historical research which probes the socio-economic backgrounds of Canadian teachers.

But there is enough available material to sketch the broad outlines of a history. It suggests that the schools were designed for an age when the status of women was low; when the teaching workforce was mostly drawn from middle-class women and lower-class men; and when the prevailing cultural view was that the purpose of the schools was to produce a subservient workforce literate in the basic skills to support an economy run by a creative elite educated in the private schools. Evolving notions of industrial success, in the form of bureaucratically run organizations, were transferred to the evolution of schools as places of learning and work.

> *What is honoured in a country will be cultivated there* (Plato).

We believe that it is now time for change. And the change can occur in exactly the right place, in teacher education. **There is a golden opportunity for those responsible for the disposition of this report, and for the work of the Teacher Education Review Committee generally, to restructure schools as workplaces for the purpose of unleashing the power of professionalism from the constraints of bureaucracy in the interests of schools and children.**

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CHAPTER 4

Reshaping Teacher Education

In this section of the report we turn our attention to specific proposals for the reform of teacher education in Ontario. **We use the term "reshaping" because we want to draw attention to our view that it is the overall countenance of teacher education, rather than any one of its parts, that needs reform.** Just as a set of tiles can be used to create different mosaics, the parts of teacher education can be shaped to create different forms of teacher education. It is the shaping, more than the parts, which is at the heart of this report.

We have made recommendations on numerous specific parts of teacher education. Chapter 3, "On Being and Becoming A Teacher," is our guide to recommendations on the parts of teacher education, taking into account the issues identified by stakeholders. Appendix 5 shows the correlation between the issues raised in this chapter and the recommendations in Chapter 4.

However, as it is possible to change pieces in a mosaic without changing the pattern, it is possible to change parts in the teacher education process without changing the overall system. The risk in this report is that one or another of our specific recommendations, for instance, those on induction, will be acted upon while the whole is ignored. If that happens, a great deal may be "seen" to be changing but, teacher education will be improved little, if at all.

The recommendations should meet a number of criteria. They must ring true. They must be bold and strong enough to burst through the inertia of "goodness" in the province, if it is to be known for "greatness" in teacher education. They must be *right*, in the sense of having a high probability of accomplishing the intended objective. They must be cost effective. They must create conditions and mechanisms for development, constructive experiments, variation, and adaptation. They must engage the relevant stakeholders in the sustained collaborative efforts that will be required. The system must be imbued with the kinds of checks and balances that will discourage one-sidedness, unintended consequences, and balkanized tendencies inherent in any complex socio-political system.

We have opted for a model of interactive professionalism. Sometimes professions become closed systems, known for their protectionism, tolerance for mediocrity and aversion to new ideas. The alternative is no more attractive - excessive bureaucracy and the distant impracticality of policy makers. The model we propose is designed to support the generation and use of best practices within a framework of normative standards of excellence. The model is based on joint responsibility in governance and collaboration in teacher education. All of the constituencies have important, rewarding roles to play in reshaping teacher education. Effective teaching must be a career-long phenomenon which demands a great deal of movement across institutional boundaries.

Our main goal is to ensure that those responsible for teacher education attend to the whole, rather than to individual pieces. Our effort to focus attention on the whole is found in Chapter 3 which outlines five keys to an overall perspective on teacher education. They bear repeating in summarized form at this point because **our general position, which might well be called a**

recommendation, is that those of us concerned with teacher education should change the way we think about it. The five keys are:

- *Theory and Practice:* We believe that everything done in the name of teacher education should consciously reflect attention to the interaction and balance of theory and practice.

- *Quality of Schooling and the Quality of Teacher Education:* We believe that all arguments on behalf of teacher education, and suggested changes in it, should be justified in terms of their consequences for the quality of schooling provided for the children of the province.

- *Knowledge and Knowing:* We believe that teacher education should be founded on the idea that there are forms of professional and personal knowledge of teaching which may be taught and learned and which, therefore, confer specialized professional status on those who hold the knowledge.

- *What Does It Mean to Be a Teacher?:* We believe that the personal and professional knowledge that define a teacher constantly grows throughout a teacher's career through the examination of new ideas and through reflective practice which occurs both individually and with others.

- *The Teacher as Professional and the Career-long Continuum:* We believe, accordingly, that learning to be a teacher is a career-long activity that occurs on a continuum formally beginning in preservice teacher education and continuing through phases of induction, apprenticeship, middle and later years of a career, including administrative and consulting roles.

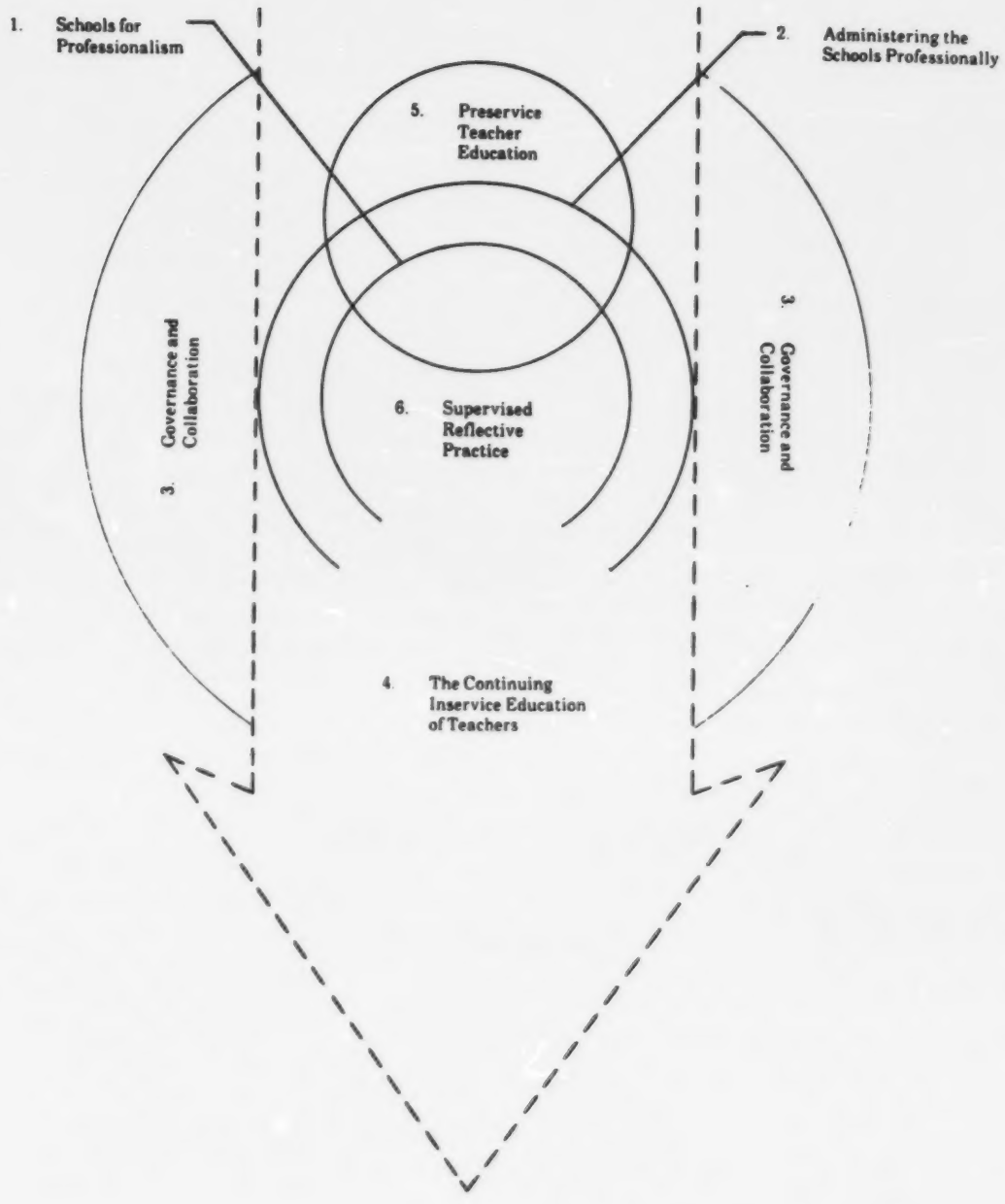
These five keys are embodied in the proposals. We have made the point that schools as places of work should undergo major changes. Further, substantial changes and additions will be necessary in the components of teacher education and in the roles of universities, the profession, boards and the government.

Accordingly, we offer six sets of recommendations, defined by the following topics:

1. Schools for Professionalism
2. Administering the Schools Professionally
3. Collaboration and the Governance of Teacher Education
4. The Continuing Inservice Education of Teachers
5. Preservice Teacher Education
6. Supervised Reflective Practice: A Link Between Preservice and Inservice Education.

The six sets of recommendations form an integrative whole; they are depicted schematically in Figure 1.

Figure 1: Picturing the Six Sets of Recommendations


1. Schools for Professionalism
2. Administering the Schools Professionally
5. Preservice Teacher Education
3. Governance and Collaboration
3. Governance and Collaboration
6. Supervised Reflective Practice
4. The Continuing Inservice Education of Teachers

We have already made the case that schools are presently not places of professional activity. Many teachers work in isolation from one another, and there are few opportunities for collaboration and consultation. Furthermore, throughout the day the teacher's life is a blitz of stimuli requiring immediate response. **Action, not reflection, is the hallmark.** Teachers entering graduate programs and other areas of personal development frequently say that they are there because they want to gain some distance from the classroom and find an opportunity to reflect on what they have been doing. Accordingly, one general recommendation has to do with breaking the patterns of isolation and creating a more educationally healthy balance of action and reflection.

Recommendation 1.1

That each school (or small group of schools) develop its own Teacher Center. The Teacher Center would minimally consist of a seminar room that would be used by the staff to sponsor such activities as intervisitations, meetings, discussions over new library material, and evaluations of teacher practices, journals, letter writing and other forms of peer-to-peer reflective practice.

The Teacher Center should have modest secretarial support. Its primary function would be to promote school-based professional development and to emphasize reflection in-and-on action.

There is increasing understanding of the professions as places where growth and development occurs. **On-the-job reflection in-action and reflection-on-action are key phrases which focus on the day to day forces most powerful in inservice education of all professionals, not only teachers.** The *Teacher Centers* have the potential to create school conditions under which teaching may be made genuinely professional as a self-conscious art; where teachers act, reflect on their actions, and consult and reflect with others.

The particular arrangements for "each school as a Teacher Center" would have to be worked out in relation to school size. Very small schools may need to be grouped. The professional development activities would include programs planned in conjunction with the implementation of other recommendations formulated in this chapter.

Recommendation 1.2

That school staffs form curriculum committees to diagnose the curriculum needs of their student body, and to plan innovative programs. Committees would work collaboratively with board personnel, faculties of education, and parents from the community. The focus would be on integrating professional development and curriculum improvements tied to an agenda of importance to that school and community.

This recommendation speaks to the creation of conditions under which genuinely innovative curriculum planning is possible at the school level. What professional teachers want and need are teachable students and the responsibility, and authority, for creating teachable programs (chapter 3). What we have in mind for this recommendation would require a much more experimental approach to the local development of curriculum than is now permitted.

Recommendation 1.3

That schools test different administrative arrangements in which the running of a school becomes primarily a professional teacher responsibility.

The hospital model of a non-professional administrator and a medical head might be considered. Plans in which teachers hire principals, or the administration is rotated among the staff with appropriate in-school apprenticeship procedures, and administration by teacher committees should all be proposed, tried and assessed.

An associated issue is the degree to which the principal ought to be the curriculum leader. Clearly implied by our model is that a principal should function in a way that makes it easy, even compelling, for teachers to take responsibility for their curriculum. The current emphasis on the principal can be harmful to the profession, if it diverts resources and attention from the prime goal of interactive professionalism and responsibility among teachers. **Abdication of responsibility to the leadership of others is incompatible with the model we are proposing.** Accordingly, we offer a recommendation which would make it possible for school staffs, on an experimental basis, to break away from traditional Ontario school administration patterns.

The last issue in this section has to do with teachers' professional support. Those who do not visit schools on a regular basis have little idea how poor the physical and personnel support is for the day-to-day business of teaching. Few teachers have offices to go to; their classrooms have no telephones (except, perhaps, an inside line to the office); secretarial support is weak. Teachers, almost without exception, do their own typing, photocopying and letter writing, an inefficient use of highly skilled personnel.

Recommendation 1.4

That the highest priority for teacher support be given to various kinds of teacher aides, who would carry out both clerical tasks, and perhaps provide some low-level instruction. In general, we believe that there ought to be sufficient support to free teachers for activities in the Teacher Centers, curriculum planning committees, advising novice teachers and other forms of professional involvement.

This would permit a comparatively low-cost shift in teachers' work toward curriculum, inservice and reflection. The medical notion of doctors, nurses, nurses aides and orderlies illustrate how one profession has diversified its knowledge and staff. Teachers are now expected to cover the range of activities from relatively unskilled tasks to those of the highest order.

2. Administering the Schools Professionally

In Chapter Three we argued that in Ontario the balance of responsibility and authority in curriculum, teaching and learning is tipped heavily to bureaucratic administration over professional action. **The central thrust of our recommendations in this section is to restore the balance by focussing on the role of school-level professional development and its implications for external support**. The emphasis in Ontario on centralized models at the board level tends to foster dependency and a spirit of followership on the part of the teaching profession.

The best inservice education is to take responsibility for planning and development activities, and see them through to conclusion. The curriculum development process illustrates our point that on-going inservice education is an essential part of teacher education. People who participate in curriculum development benefit most from it.

Curriculum development does not mean reinventing the wheel, although in a professional development sense it amounts to that. Curriculum deliberation is perhaps a better term, because the point is that curriculum, whether homegrown or adapted from elsewhere, is a process of consideration, decision and effective practice carried out by teachers both individually and in small groups.

Recommendation 2.1

Curriculum models at the board level should be reviewed and restructured to ensure that school-level development as in the Teacher Center conception can be facilitated, supported, and evaluated.

Peer-based performance appraisal systems are compatible with this recommendation.

The restructuring of curriculum development has implications for the roles of administrators, for training programs for administrators, and for access to resources. **When one chooses to enter teaching, the picture one has in mind should not only be that of a teacher in front of a class but should include a teacher in an office (working alone or with students), a person in a Teacher Center, involved with school curriculum and professional development activities, or a person administering a school, regional office, or board.**

Recommendation 2.2

That the norm should be for people to cycle in and out of a variety of administrative, curricular, and professional development roles throughout a career.

Administration should be viewed as an extension of the role of teacher, concerned with stimulating, supporting and evaluating the effectiveness of interactive professionalism. Administrative positions should not be viewed as hierarchical in a "rules and regulation" sense. Such a change would have two specific teacher education consequences. Teachers would see, and participate in, the educational system from a variety of points of view. This would be an immensely enriching experience which could only lead to higher quality education of students. Second, the "flatness" that now exists in the teaching profession would be removed and a richer, more multi-layered career pattern would be possible. We later describe roles for the teaching profession in the preservice education of teachers, during induction, and apprenticeships. These would add further to this multi-layered continuum of a career teacher.

A recommendation which we believe would support this less bureaucratic, more professional view of education is:

Recommendation 2.3

Government-sponsored supervisor and principal training programs, as well as the positions of consultant and coordinator, should be redefined in career teacher terms to provide the kinds of training and experiences including induction consistent with the model of professionalism being described.

The programs should be seen as another piece in the jigsaw puzzle of the career-long inservice education of professional leaders, and such positions should be seen as comparatively temporary opportunities for administrative work i.e., term appointments.

3. Cooperation, Collaboration and the Governance of Teacher Education

Encompassing the set of recommendations in sections 1, 2, 4 and 5 is the matter of collaboration and governance. Teacher education as we have defined it is a complex career-long process. Sometimes teacher education gives the impression of being a battlefield in which parties with stakes in the enterprise war over the spoils. For instance, universities have internal disputes over the proportion of the budget won by faculties of education to be returned to them through the university budgeting processes, and federations sometimes feel that faculties define teacher education too narrowly in academic terms. We believe that an effort should be made to develop a greater sense of responsibility and collaboration in teacher education. Basically, universities, boards of education, and the teaching profession ought to enter into collaborative arrangements. These agreements should be formal and serious in the form of *interinstitutional contracts* which specify goals, responsibilities and resource allocations. The collaborative arrangements would facilitate co-operative preservice and induction teacher education programs; facilitate the coordination of inservice teacher education; and make possible a more collaboratively based governance system for teacher education.

Recommendation 3.1

That universities, boards of education, government and the teaching profession establish formally constituted Regional Consortia.

Regional Consortia would require full-time coordinators who in effect would be employed jointly by universities, boards, Ministry regional offices and the teaching profession. Where possible the Consortium office would be located in faculties of education. The Regional Consortia would have responsibilities for (1) overseeing the planning and coordination of the variety of inservice activities (board inservice, AQ courses, TVOntario, Teacher Federations etc.), (2) creation of the proposed "Clinical Schools" (recommendation 5.10) in linking school boards and universities in the development of innovative preservice teacher education programs, (3) establishing collaboratively run induction and apprentice programs, and (4) making recommendations on the certification and decertification of teachers.

We would envisage contracts being established between faculties of education (universities) and individual school boards in the region. Different patterns and programs could emerge within and across regions. We are aware that establishing Regional Consortia runs the risk of adding another layer of bureaucracy, but given the diverse resources and needs, regional coordination is necessary.

Recommendation 3.2

That a provincial body be established called the Ontario Council for Teacher Education (OCTE).

The membership of the Council would be drawn from the teaching profession, school boards, universities, and government. This central Council would be responsible for a number of activities. These would include recommending on certification, cyclic reviews of teacher education programs across the continuum, formulating positions on major policy issues, developing guidelines, some funding of institutional research and its dissemination, and networking. The Council should also have an evaluative, stimulative role with respect to the creation and conduct of Regional Consortia.

The review procedures of OCTE could be based on an expanded version of an Ontario Council for Graduate Studies (OCGS) review in which out-of-region and out-of-province academic and field experts would be used as site consultants. The Council would have to have authority to take ac-

tion. The relationship between OCTE reviews and OCGS reviews would have to be examined. We acknowledge that the Council as we propose it has both evaluation and support roles. The compatibility of these two functions would have to be analyzed.

OCTE would also advise on the new formal agreements and regulations that would be required to implement the policy recommendations in this report.

The "Regional Consortia" and the central "Ontario Council for Teacher Education" should function collaboratively in the governance of teacher education. The Regional consortia would recommend on certification to OCTE.

Recommendation 3.3

That there be a division of labour with respect to two aspects of teacher education governance. "Degree granting" would be the responsibility of the university, "certification and decertification" would be recommended to the Minister of Education by OCTE under the advisement of the Regional Consortia.

Finally, the unsolved matter of the placement of teacher education in the Ministry of Education and/or the Ministry of Colleges and Universities has been referred to us. While both Ministries have major interests, our proposal places the primary responsibility with the Ministry of Education. Our reason is that most of what we define as teacher education takes place in and around schools which are within the jurisdiction of the Ministry of Education.

Recommendation 3.4

That the teacher education department be placed in the Ministry of Education. Formal ongoing liaison should be established with the Ministry of Colleges and Universities.

4. The Continuing Inservice Education of Teachers

The preceding recommendations concerning school system organization do, of course, bear directly on inservice development. However, there are three additional matters we wish to address: the recognition of experienced teachers; continuous professional development including the Additional Qualifications (AQ) system; and professional development for societally defined policy priorities.

With respect to *recognizing experienced teachers*, ways must be found to add different experiences and to recognize outstanding achievement within the profession. Currently, teaching is a flat career. The first year teacher teaches side-by-side with the twenty-five-year veteran. The veteran reached maximum salary relatively soon after entering the profession and thereafter had a career of repetition. Worse, there is an invidious, and philosophically unsound myth that "young blood" comes with new teachers, and conservatism and lack of caring for children comes with experienced teachers. This myth is probably as much a function of soft drink ads and beer commercials as it is an empirical fact. The opposite often shows up when studies of good schools are done.

Recommendation 4.1

That formally recognized career gradations be introduced.

The literature includes a number of suggestions for establishing career gradations, and we are wary of them. The main problem is that they could become yet another way in which bureaucracy reaffirms its power. In effect, this has happened in teacher evaluation, in which comparatively meaningless performance measures and short-term observations by harried bureaucrats are often used in the name of teacher evaluation (sometimes redefined in an Alice-in-Wonderland way as "professional development").

Perhaps for want of creativity on our part, the best model we can think of is that which applies to professors. There are three and sometimes four professorial ranks – lecturer, assistant professor, associate professor, full professor. Peer review plays a strong role in progression through the ranks. A similar ranking could be considered for teachers. It would not be tied to salary increments except in the sense that salary ceilings would increase with higher ranks. Later recommendations to establish mentor teachers provide another method of recognizing achievement within the profession.

If recognition for accomplishment is built into a ranking system, the definition of the ranks, their criteria for promotion, and the methods of review should all be conducted by the teaching profession. The master's degree and the doctorate should be among the criteria used to establish ranks within the teaching profession.

The second matter concerns the continuous inservice education apparatus, and it represents a complicated set of issues. Currently the major components include: Additional Qualifications (AQ) courses offered by faculties, extensive school board inservice usually linked to curriculum priorities, the increased professional development role of TVOntario in the use of educational television and microcomputers, graduate courses, and a host of professional development activities by teacher federations and other agencies. We first discuss the AQ courses and then make some general observations on the question of coordination.

AQ courses provide further specialization and upgrading for practicing teachers. The courses attempt to be practical, but also to include research and theory. Overall, it is difficult to know the quality and impact of AQ courses although participants, as we reported earlier, appear satisfied.

Several aspects of the AQ course system

deserve comment. First, it is a huge system, currently 23,000 participants with some $30 million dollars paid out to universities. A large portion of this revenue is funnelled in many cases into the universities' budget at large (universities are underfunded but that is another matter). Second, the model represents a combination of university and field elements. Universities screen and approve courses, hire and supervise instructors and evaluate courses. Resource documents for particular course areas have been developed recently through the Association of Deans of Education. The field element is most prominent in the hiring of instructors. The majority of AQ instructors are qualified teachers hired part time. Third, the courses are comparatively long, 125 hours in duration.

Recommendation 4.2

That a review of the "Additional Qualifications" system and its relation to other components of in-service be conducted by the "Regional Consortia" in cooperation with OCTE. The funding for AQ courses be channelled to the "Regional Consortia". Regular cyclic quality reviews of AQ courses would be conducted by OCTE.

Different patterns of on-site and university-based programs would be encouraged through interinstitutional contracts between universities and boards. Faculties would continue to play a major role in the content and delivery of AQ courses and their services would be paid for by the Regional Consortia. The model we propose extends the university in a more organized fashion into a broader based field operation.

It is also our view that many of the AQ courses, at least at the level of current numbers would be unnecessary, if more elaborate preservice, induction and apprenticeship systems were put in place, as we propose in sections 5 and 6.

The anticipated expansion of TV Ontario inservice activities would warrant an equivalent co-ordination and review system, similar to that proposed for the AQ courses.

We should like to make some general comments on the question of coordination. The current inservice system (AQ, boards, TVOntario, and other agencies), has overlap and gaps, and lacks any degree of coordination. Provincial and regional reviews would assess these aspects and recommend improvements. We offer a caution relative to the criteria at the beginning of this chapter. Any effective system, in our view, must contain checks and balances, and contributions of the special strengths of different partners. It must be attractive for each major partner to participate. It must balance diversification and coordination. We are not advocating a monolithic inservice system.

With respect to the third main matter, *societally defined policy priorities*, we believe that a province-wide forum is necessary to review priorities and to sponsor co-ordinated professional development where necessary. For example, when a policy change in the education of special needs students occurs, then it is incumbent on central authorities to work through the consequences with all affected teachers.

Recommendation 4.3

We recommend that the Ontario Council for Teacher Education (OCTE) be charged with the task of specifying province-wide inservice teacher education policy priorities, as well as the methods for conducting the needed professional development.

The Council might sponsor conferences, workshops and professional development activities on matters ranging from far-reaching social trends and forces to the specifics of new legislation on matters that bear on education.

In whatever system, continuous inservice

is one of the marks of a mature profession. This statement bears on the oft-heard suggestion that the certification of teachers should be reviewed at regular intervals throughout their careers. Our model, taken as a whole, makes the idea of any formal recertification system redundant.

5. Preservice Teacher Education

Given our basic assumption that teacher education is a continuum, our recommendations in sections 5 and 6 follow the sequence from undergraduate education, through preservice to the early years of teaching, particularly the novice teacher's development of personal and professional knowledge and skills. Section 5 addresses the preservice program and the role of the university in general and the faculty of education in particular. Section 6 contains recommendations on proposed new induction and apprenticeship requirements covering the first years of teaching.

We will now turn our attention to the early stages of the process. **Our discussion of preservice teacher education encompasses three areas: the intellectual and social traits of entering student-teachers, their liberal arts, science and humanities curriculum, and their professional preservice curriculum, including the practicum. We make recommendations on each of these matters. In addition, we make recommendations on the staffing of and research by the faculties of education.**

In considering the question of preservice teacher education, we believe that the *intellectual and social characteristics* of the entering student teacher determine the quality of the teaching force more than any other preservice factor. However, as discussed in Chapter 2, in the section on "Issues", we conclude that any great investment of faculty time in complicated screening procedures is a poor use of resources, given the modest effects that are likely.

We have already made the case that without careful thought on the question of attracting and selecting teachers, **we are at an historical point where we could have a sharp decline in the quality of entrants.** Teacher retirements will likely result in shortages over the next two decades. Some American states are already recruiting in Canada.

Perhaps of longer-term significance, is the gender question. On the one hand, teaching has traditionally been the highest available status profession for women of talent and energy, although it is only recently that women are beginning to find their way into administrative positions. While there are no equivalent studies in Canada, American research indicates that talented women who might have selected teaching in earlier days are now choosing other professions in larger numbers.

At a time when there is general social recognition of the desirability and need for an education which leads to an innovative spirit, we risk losing our most promising and career-oriented women teachers to other professions. Teaching is no longer the highest profession to which a competent woman might aspire.

On the other hand, in Ontario the percentage of women now in the preservice program is very high (71% of the 3800 enrolled in 1985-86). Some are concerned with the possible feminization of the profession over the next 20 years. We have not done a detailed analysis of these issues, but the general message is that careful studies should be conducted of the characteristics of the gender composition of the prospective teaching/administrative force.

More generally, the market forces from other professions and other jurisdictions, combined with an anticipated teacher shortage in the 1990's, could see a serious drop in the quality of available applicants. **In our view, the only real answer to the question of teacher selection, is to raise the status of the teaching profession to a level where it is a highly attractive option compared to other professions.** Canada as a whole, and Ontario in particular, has come a long way in this respect. Teachers' salaries are high compared to those in other countries. We have serious objections to the flat, professionally unrewarding, salary structure in teaching. But there is a healthier base on which to

build a high-status teaching profession in Canada than there is in the United States and elsewhere. Our various recommendations for enhancing the teaching profession should therefore help retain the best teachers already in the profession and should attract high quality candidates to it.

On the matter of admissions, we recommend:

Recommendation 5.1

That faculties continue to search for efficient ways to identify and assess the intellectual and social characteristics appropriate to teaching, in addition to academic criteria; that local teachers be represented on admissions committees; and that, where needed, recruitment programs be established for attracting minority and other special groups to the profession. Finally, that a comprehensive examination be made of trends in the gender composition of the teaching/administrative profession.

With respect to the academic preparation of entering student teachers, we hold no particular brief for *concurrent* over *consecutive* programs, on the assumption that both should be available. We do believe that the equivalent of a four-year academic degree should be obtained apart from professional studies.

Recommendation 5.2

That a four-year B.A. or B.Sc. be prerequisite to teacher certification.

For the second area discussed in this section, *liberal arts, sciences and humanities curriculum*, we believe that universities need to find ways of having their faculties of education collaborate with other faculties in planning undergraduate, preservice, and inservice activities.

Recommendation 5.3

That the undergraduate liberal arts, science and humanities curriculum be cooperatively planned by interdisciplinary university teams.

These teams might consider such matters as the offering of certain courses primarily, but not exclusively, for potential teachers and the specification of a minimum subset of liberal arts, science and humanities offerings deemed to be particularly valuable for potential teachers. (Such specification would parallel, to some degree, the notion of a "pre-med" curriculum within the universities.)

The purpose of recommendation 5.3 is to provide the opportunity for faculties of education and their university counterparts to reshape some aspects of the undergraduate curriculum. A four-year B.A. or B.Sc. is required to allow for more possibilities of specially designed courses and other sets of prerequisites for those contemplating teaching as a profession.

Recommendation 5.4

That universities endorse teacher education as a university-wide responsibility, and that incentives be established to facilitate the involvement of interested non-education faculty.

This recommendation means that some university-wide faculty would be involved in the preservice, undergraduate, induction and inservice activities appropriate to teacher education. University Task Forces may be one way of reviewing, planning and otherwise placing a high priority on the university's commitment and role in the continuum of teacher education.

We say it briefly, but it is a critical point. Faculty members in Arts and Science have something to contribute in their interaction with faculties of education, but they also have something to learn, including aspects of the teaching of their own dis-

ciplines. The process will only work if it is a two-way street.

Turning to our third area, *professional education preservice curriculum*, we begin by reminding readers of our discussion in Chapter 2. What is a reasonable objective for a preservice program? A fully qualified competent teacher, or a novice ready to take on the next step (classroom teaching) within a supportive learning framework? The question is relevant to the problem of "more and more" being squeezed into preservice program as faculties find themselves subjected to demands from special interest groups. The concurrent program is not the answer, although we support its continued existence. The point is that the preservice graduate of any program is a beginner who can learn certain things only on the job.

The faculties have suggested that the best solution relative to the one-year consecutive program is to extend it to two years. However, it seems more fruitful to identify what a reasonable objective is for a preservice program. The first priority is to identify what is necessary for the beginning teacher in terms of knowledge, skills, and orientations, and then build on this curriculum during an induction period. This priority notwithstanding, we would suggest that the one-year preservice program be increased to include the May-June period. Innovative programs could be planned with schools that make this an attractive option.

Recommendation 5.5

That the one-year preservice program be extended to include the May-June period.

There are other problems. Just as there is a split between faculties of education and other faculties within the university, there is often a split between "foundations" faculty and those responsible for teacher education within faculties of education. Although relevant Canadian studies have not been conducted, the pattern appears similar to one that has been researched in the United States. **Many professors of education quickly distance themselves from the teacher education component of faculties of education primarily for reasons of scholarship and status.** They often do not win the desired status, but they do tend to leave teacher education to a subset of the more practically oriented faculty within faculties of education. Furthermore, courses in the philosophy, psychology and sociology of education are often conducted in the same spirit as courses offered in departments of pure philosophy, psychology and sociology. We believe that the faculty split is, as a general rule, not in the interests of teacher education. Our recommendations on the curriculum, therefore, deal as well with the faculty.

Recommendation 5.6

That steps be taken within faculties to bring together foundations faculty and those responsible for other aspects of teacher education. Foundations faculty will then be directly involved in clinical situations whether they be at the preservice, induction or other periods.

A major overhaul of the overloaded preservice curriculum is required. We have assumed, for example, that special issues of regional importance could become part of the induction curriculum. We also assume that the perennial problem of integrating practice and theory can be best addressed by considering and linking the relative roles of the preservice, induction and apprenticeship components. In essence, focussed work on the integration of practice and theory continues into the early years of teaching. For example, it is probable that foundation courses in their current form could be eliminated, and reintroduced in a more limited manner in a preservice component, combined with a new role in the induction/apprenticeship period. The new role might integrate psychology, sociology, philosophy, and history into theory-practice seminars and clinical activities with titles such as "the

nature of students", "how boys and girls learn science", "the impact of culture of the school and the community", "the role of new information technology in society" etc. Far from eliminating theory in favor of practice, it would heighten its impact on both thinking and practice.

On a more specific matter, an additional francophone option should be available at Laurentian.

Recommendation 5.7

That each university undertake a thorough review and overhaul of its teacher education curriculum in light of the recommendations in this report.

Consideration should be given to the establishment of an additional francophone secondary teacher education program at Laurentian.

Our preference is not to specify the details, but to make mandatory the development and justification of the programs.

Recommendation 5.8

That each faculty of education, through the Regional Consortia, undertake to create innovative programs covering preservice, induction and apprenticeship.

We imagine possibilities in which much of the academic teaching is done in clinical schools and in which students begin their preservice teacher education in association with Mentor Teachers. Novice teachers would then take various diagnostic and reflective courses to strengthen their practical and theoretical knowledge and skills. Faculty members in the liberal arts, sciences, and humanities should be encouraged to be involved.

The final curriculum aspect on which we wish to recommend is the *practicum*. In a one-year preparation, combined with induction and apprenticeship, the problem of the practicum shifts from what it is now.

In many ways we are asking that the induction period shoulder the burden for the purposes normally assigned to practice teaching. Because we imagine innovative and experimental plans coming forward to link the university proper with school-based programs, we propose that a variety of practice teaching possibilities evolve. Some might involve a running seminar during the year and/or a summer program at the university run by a consortium of teachers and faculty.

We assume that *Mentor Teachers*, (or some other designated term), would be responsible along with faculty members at the university for the practicum. We also recommend that selected schools surrounding the university would become specially designated laboratories to work in cooperation with the university in preservice education. They would be coordinated, if possible, with induction and apprenticeship (and indeed would serve the inservice needs of all teachers in these schools).

Recommendation 5.9

We recommend that the practicum, however defined, be run cooperatively through the Regional Consortia with a mentor teacher and faculty of education members, including foundations professors, playing key roles.

Recommendation 5.10

We recommend that "Clinical Schools" be identified for purposes of the practicum.

To create a sense of a clinical teacher education, resources will need to be channelled to the school, to create suitable space for a comparatively large number of student teachers, and for the conferences above and beyond those that will already take place through the "Teacher Centers" (recommendation #1.1) in each school.

This recommendation has the effect of replacing the existing sporadic placement of most student teachers (there are some

programs which are exceptions), a situation experienced as unrewarding by most who participate. The proposed "Clinical Schools" *concentrate* the placement of student teachers in settings designed for learning, and accord rewards and prestige to participating staff.

Our final set of recommendations on preservice teacher education has to do with staffing in the faculties of education. **Research and social commentary are the particular strengths of a university. These must, in our view, pervade its faculty of education staff in the same way as they pervade the university as a whole.**

Recommendation 5.11

That faculties of education be inquiry-oriented both in the sense of doing basic educational research and in creating and reporting upon innovative experimental teacher education programs.

Graduate programs have an especially important role in research and knowledge production and dissemination. They should continue in the direction in which they now seem to be developing, that is, focussing on the latest knowledge, grappling with the two-way relationship between theory and practice, providing part- and full-time graduate students with experiences and opportunities to become critical consumers of and producers of knowledge. We also believe that more clinical school-based collaborative research is needed in which graduate professors, graduate students, and innovative teachers work collaboratively in schools in a laboratory fashion.

The central point is that university professors especially, but not only those involved in graduate programs, should be publishing, documenting, and disseminating all types of research and program knowledge. Scholarly journals should not be the only outlet. The need is for the knowledge to be generated, widely accessible, and assessed by peers.

As we have noted, the turnover of teaching staff in the faculties of education will be high in the next few years. Here is an unusual opportunity to renew the faculties and to direct them on a course of inquiry into the practice of education.

Recommendation 5.12

That steps be taken to ensure that universities place a high priority on the staffing of their faculties of education in the immediate years ahead.

Staffing plans must address the balance and the integration of research and clinical components. Some clinical needs may be best addressed through secondments from practitioner ranks. Apart from the needed resources, the main staffing recommendation also implies that recruits give evidence of a scholarly, inquiry-oriented career. We expect that faculty will have or will acquire research doctorates. Representatives of the university proper and teachers selected from the highest teaching ranks as indicated in earlier proposals might be represented on selection committees.

We recognize that some universities in Ontario will have difficulty recruiting faculty of the kind specified. Incentive plans and special arrangements could be made such that people of promise be hired into the faculties and gain their degrees in English or French over their first few years of university teaching. We could imagine incentive plans in which the cost of a one-year leave could be financed jointly through government stipend, university leave and the candidate. Recruitment of minority faculty appropriate to certain needs could also be accommodated in such a plan.

In addition to out of province hiring, modifications will be needed in some aspects of doctoral programs at OISE and the University of Ottawa. The latter should institute a small D.Ed. program in addition to its Ph.D. The doctorates taken at OISE or University of Ottawa could be

designed to include short internships at other faculties or in other university departments. Similar doctoral programs could be designed for any prospective faculty of education members. In time, some faculty may be dravn from the upper levels of teaching ranks, using people who have obtained doctorates.

On a more general topic we indicated in Chapter 2 that there is a problem with the quantity and quality of research and publication in faculties of education. While the situation is comparatively bad in the publication of general educational research, it is abysmal in the lack of published descriptions, evaluations and theoretical explanations of experimental teacher education programs.

Recommendation 5.13

That the conduct of inquiry in teacher education programs and the publication of results be an important criterion in the promotion of faculty of educationmembers.

To encourage faculty inquiry, small grants to faculty members or faculty-teacher teams could assist them toresearch, document, write-up and dissemnate the results of alternative programs.

Recommendation 5.14

In order to capture the spirit of inquiry early in a teacher's career, we recommend that a new journal of innovative teacher education practices be launched.

This journal should publish the results of inquiry-oriented reflective practice by preservice teachers and those in induction phases. Conferences should be held in which student and novice teachers present the results of their investigation into teaching and reflective practice. This process should be instiuted by the faculties, and should fosterinquiry within the faculties themselves.

6. Supervised Reflective Practice: A Link Between Preservice and Inservice Education

We have emphasized the importance of the career continuum, with the early professional years seen as a critical time for learning. The current system, with its abrupt and unconsidered transition from preservice to teaching, destroys the notion of the continuum before it gets started. When professionals say they have learned best "on the job" they usually mean they have learned through trial and error. The trouble is that learning by trial and error often works badly in the early years. It is hit or miss, inefficient, and painful; it operates without access to experienced professionals and to conceptual frameworks that might be helpful in interpreting situations, taking action and examining effects.

For the above reasons, structured, supervised induction and apprenticeship form a necessary part of our recommendations.

Supervised reflective practice is a special case of reflective practice. We mean this term to define situations in which teachers and others deliberately work with each other with an eye towards the improvement of their practices. *We refer to three definable phases: practice teaching, induction, and apprenticeship.* "Practice teaching" takes place in the preservice program, "induction" in the first two years of teaching, and "apprenticeship" in the next two years. Having addressed preservice in section 5 we now define and make recommendations on *induction* and *apprenticeship*.

Properly designed induction and apprenticeship programs in education would be a particularly powerful way for teachers to enter the profession, while at the same time recognizing teachers of outstanding accomplishment who would serve as mentors.

In regard to *induction*, the problem of introducing teachers to professional practice is currently receiving widespread attention throughout the world. As was indicated in Chapter 2, graduates of preservice teacher education programs are simply not ready to handle full teaching loads. Two of the concomitants of this understanding, however, are often overlooked. **First, beginning teachers are overpaid relative to experienced teachers. Second, school-aged students are being shortchanged by board practices of hiring full-time novices and putting them, without supervision, into full-time classroom teaching duties.**

Recommendation 6.1

That a two-year period of induction become mandatory for all teacher initiates who have completed a one-year preservice teacher education program or a concurrent preservice program. We propose that the teaching load during the first year of induction be no more than 60 percent and no more than 80 percent in the second year.

As commonly agreed, the preservice program is overloaded. More fundamentally, we believe that any thinking is misdirected if it assumes that the preservice program could ever be up to the task of covering and anticipating the multiple situational demands in diverse communities now and in the future. It is during induction that many special issues can be addressed in more depth. Professional development needs relative to teaching in separate schools, francophone schools, private or semi-private schools, multicultural settings, Native populations, rural communities, the inner-city, etc., can and should form part of the curriculum of the induction period.

This transfer of the preservice curriculum means that the formal responsibilities of the faculties carry over to the induction period in collaboration with schools. We

would expect a variety of models to be developed, but all programs would contain both academic and practice components. Induction activities would take place in both university and school settings.

Recommendation 6.2

We recommend that specific teachers be named with an appropriate title such as Mentor Teacher, for the induction period. Release time for Mentor and Mentor coordinating roles will be necessary.

The term *Mentor Teacher* (or something equally appropriate) ought to replace the current *Associate Teacher* designation since this has come to be an onerous and generally poorly rewarded position. Another reason for dropping the term "Associate Teacher" is that it has come to be identified as a university associate, whereas our emphasis is on the expertise within the profession.

Recommendation 6.3

That an apprenticeship system be introduced following the period of induction and prior to reaching the highest teaching ranks. We propose that a two-year teaching apprenticeship follow the induction period and that permanent teacher certification be awarded upon successful completion of the apprenticeship.

By *apprenticeship* we mean that following induction, teachers would have the opportunity to work alongside innovative experienced teachers for short periods of time. We suggest that these apprenticeships occur outside one's own school. The total time, for example, might be the equivalent of 10 percent of the normal teaching days. We do not believe that proper apprenticeships can occur by simple addition to the workloads of the apprenticing teachers and instructors. Instead, personnel support services of the sort recommended in our section on "Administering the Schools Professionally" would underscore the importance attached to apprenticeship.

We realize that certain practical matters pertaining to the newly proposed certification system must be considered, such as interprovincial agreements, what to do with preservice graduates who do not obtain positions immediately, and the like. Induction and apprenticeship programs, however, are essential to producing an effective teaching force.

Recommendation 6.4

We recommend that induction and apprenticeship programs be conducted through joint agreements among school boards, the profession and local universities involving Regional Consortia.

To conclude on a more general note, we suggest that apprenticeships of the type discussed should not be restricted to beginning teachers. They would encompass the full range of professional roles: principalships, superintendencies, directorships, consultancies, and co-ordinatorships. Apprenticeships should occur in curriculum planning, professional development, administration at all levels, and for teachers changing areas of specialty across subjects and across divisions and panels. The vice-principalship, now defined as the first step of a long administrative line, could be, for example, treated as an apprenticeship under a head administrator-teacher.

Conclusion

We will not attempt to recapitulate the argument of the full report. One way of picturing the proposed continuum is seen in Figure 2. Our proposals are designed to support the teaching profession in a process of progressive mastery over its complex responsibilities. Furthermore, if acted upon they should place Ontario in the forefront of national and international development in teacher education -- a position which it does not now enjoy.

We stress that this document is a discussion paper. It is meant to stimulate debate rather than instant agreement. There are many dilemmas and difficulties in the reform of teacher education. We hope our report will contribute to a lively and careful consideration of the direction that teacher education in Ontario should take. Our own views will certainly be modified as this discussion proceeds over the next few months. We look forward to listening to, participating in, and learning from the discussions.

As noted earlier, we have not attempted to address all the matters brought to our attention, nor have we yet put a price tag on the recommendations. We do not believe the costs will be exorbitant, but they probably will be substantial. New monies will be required as will the redirection or pooling of some existing resources. We felt that a careful costing could better be done after we receive reactions to the basic ideas. The responses to the report will sharpen our thinking, and will result in more precise recommendations for the final report.

It is said that the Chinese word for crisis also means opportunity. The reverse may also be true. Ontario does not have a crisis in teacher education. There is by happenstance a confluence of conditions that present a once in a generation opportunity to make a difference. To return to the Chinese, behind every opportunity lurks a crisis. Crises can be turned to advantage. Opportunities can be blown.

Figure 2: The Continuum of Teacher Education

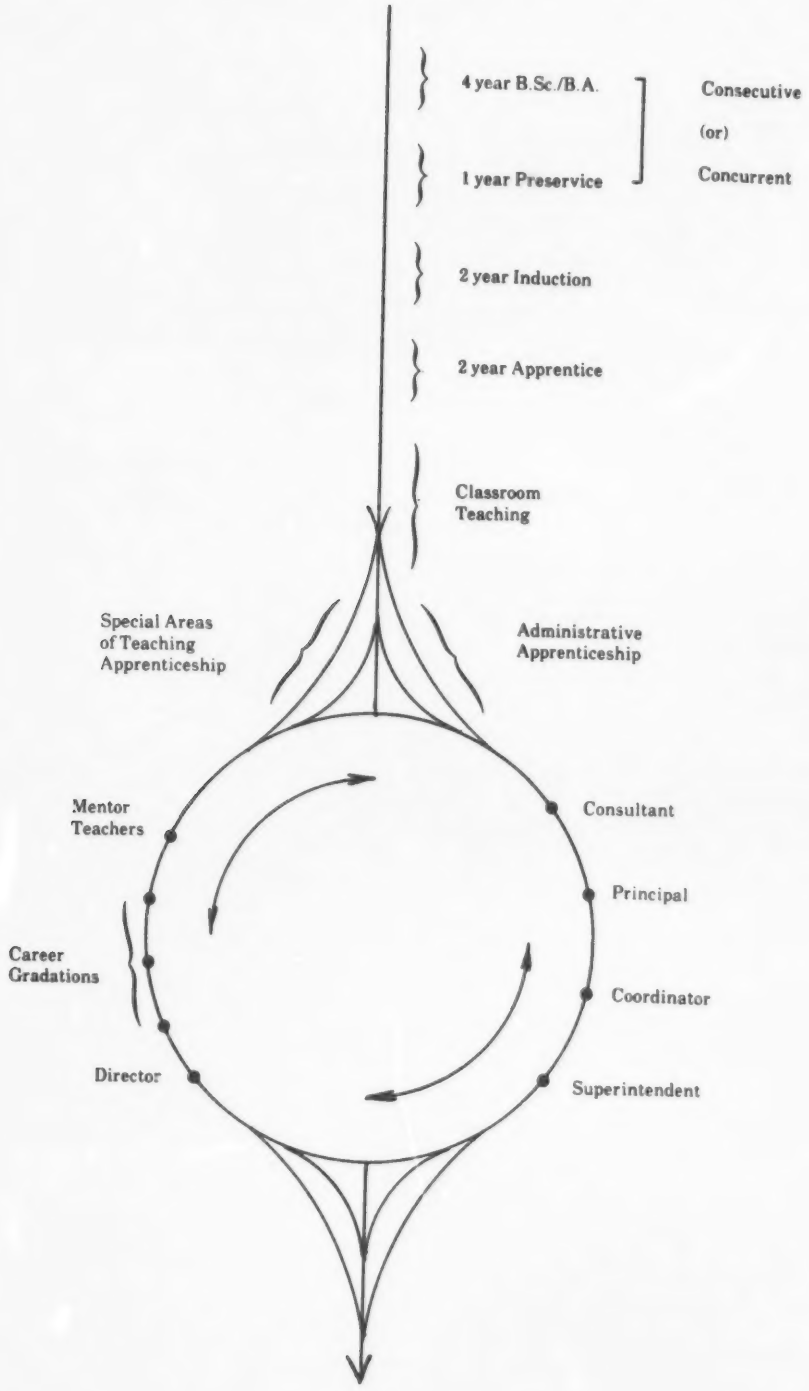


Figure 3: Location of Faculties of Education

Appendix 1:

Stakeholders: as selected by Teacher Education Review Steering Committee

These groups were invited to make submissions concerning the future of teacher education in Ontario.

Anglophone Associations:

- Association of Early Childhood Education, Ontario
- Council of Ontario Universities
- Ontario Association of Alternate and Independent Schools
- Ontario Catholic Supervisory Officers' Association
- Ontario Association of Deans of Education
- Ontario Association of Education Administrative Officials
- Ontario School Trustees' Council
- Ontario Teachers' Federation

Francophone Associations:

- Association canadienne-française de l'Ontario
- Association des enseignantes et des enseignants franco-ontariens
- Association française des conseils scolaires de l'Ontario
- Association des surintendants franco-ontariens
- Fédération des associations de parents et d'instituteurs de langue française de l'Ontario
- Direction Jeunesse

Appendix 2:

Documents Used in the Preparation of Teacher Education Position Paper

The material listed below is in addition to the references provided at the end of each chapter.

A. Documents and files provided by Teacher Education Review Steering Committee

This material was specifically provided for us to consider in the preparation of the Position Paper.

1. Institution Profiles from all Faculties of Education in Ontario, submitted in response to a request from the Teacher Education Review Steering Committee.

2. Russell, T.L. (1986). *A Literature Survey on Teacher Education. Volume 1: Admission to Teacher Education. Volume 2: Orientation and Induction Programs. Volume 3: Inservice.*

3. General Correspondence (See list) in section B: "Correspondence Directed to Ministry and Researchers."

4. Minutes of Meetings of the Teacher Education Review Steering Committee

5. The Bovey Commission (1984). *Ontario Universities: 1984.* Report of the Commission on the Future Development of the Universities of Ontario (and supporting documents). Ontario: Ministry of Colleges and Universities.

6. Henderson, H. (1986). "Analysis of Documents on Teacher Education Concerning Admissions, Pre-service, Orientation and In-service Regulations and Programs." *Teacher Education in Ontario, the Western Provinces and Quebec.* Ontario: Ministry of Colleges and Universities

7. The McDonald Commission. "Education and Training," Chapter 18, *Report of the McDonald Commission*, pp. 735-767.

8. Ministry of Education Advisory Council on Special Education (1985). *Position Paper on Teacher Education (Special Education)*

9. The Ontario Association of Deans of Education (1983). *Future Directions in Preservice Teacher Education in Ontario Universities.* Ontario: Ministry of Education/Ministry of Colleges and Universities.

10. Ontario Council on Graduate Studies (1986). *Report of the Appraisals Committee: Program Review Proposals Pre-service/In-service.*

11. Ontario Ministry of Colleges and Universities, Teacher Education Branch. *Summary of Reviews of Ontario Faculties, Colleges and Schools of Education, and Recommendations.*

12. Ontario Ministry of Education (1985). *Report of the Early Primary Education Project.*

13. The Ontario Teachers' Federation (1985). *The Clouded Crystal. Adaptation to Change: The Role of*

Ontario's Public Educational System 1985-2000. Toronto: OTF/FEO.

14. Shapiro, B.J. (1985). *The Report of the Commission on Private Schools in Ontario*. Ontario: Ministry of Education.

15. The Special Committee on Teacher Education (1984). *Response to Ontario Association of Deans of Education Submission*.

16. The Strategic Planning Task Group (1984). *Strategic Planning Towards the Year 2000. Future Conditions and Strategic Options for the Support of Learning in Ontario*. Occasional Paper No.9. Ontario: Ministry of Education, Ministry of Colleges and Universities.

B. Correspondence: Directed to Ministry and to Researchers

Much of this correspondence consists of unsolicited comments or requests concerning the review of teacher education in Ontario.

- Letter dated February 25, 1985 from Father E. McLean to R. Sheridan, re: Religious studies in teacher education.

- Letter dated May 5, 1985 from R.S. Cartmell to J.F. Clifford, re: parental involvement in teacher education (Board of Education for the City of Hamilton).

- Letter dated May 30, 1985 from E. Nichols to J.F. Clifford re: request of the Ontario Association for Children with Learning Disabilities and the Teacher Education Review.

- Letter dated June 6, 1985 from J. Barber to W. D. McCuaig (Ministry of Education) re: Anomaly in Visual Arts qualifications, relating to specialist or honour specialist qualifications. Attached: Documents relating to Visual Arts prepared by J. Barber and others.

- Letter dated October 23, 1985 from T.J. Fauteux to P.F. Wiseman re: special education and teacher training.

- Letter dated January 6, 1986 from J. Lunstrof to R. Sheridan, re: Ontario Christian School Teachers' Association and teacher education.

- Letter dated January 21, 1986 from L. McBurney to J.F. Clifford re: request for information regarding teacher education program.

- Letter dated March 24, 1986 from K.W. Tompkins to J.F. Clifford, re: report on "Suggestions for the Preparation and Certification of Special Educators for the Province of Ontario." Attached: J.A. Brown, "Report to Mr. Frank Clifford, Provincial Review Project on Teacher Education, Ministry of Colleges and Universities: Suggestions for the Preparation and Certification of Special Educators for the Province of Ontario".

- Letter dated April 2, 1986 from L. Cowieson to J.F. Clifford, re: Teacher Education Review Committee.

- Letter dated April 10, 1986 from R. H. Lister to B.J. Shapiro, re: teacher education and victims of the Holocaust. Attached: documents.

- Letter dated April 16, 1986 from B. Elliott to J.F. Clifford, re: early primary levels and teacher education.

- Letter dated April 17, 1986 from L. Dunn to J.F. Clifford, re: literature regarding teacher education. Attached: W.A. Brower, "A Survey of Undergraduate Business Teacher Education Programs in Selected Institutions: 1984-85 Academic Year."

- Letter dated April 24, 1986 from R.J. Thompson to J.F. Clifford, re: concern re concurrent teacher education programes in Ontario.

- Memorandum dated May 23, 1986 from W.P. Lipischak to J.F. Clifford, re: The Report of the Commission on Private Schools in Ontario.

- Letter dated June 5, 1986 from C. K. Preddie to J.F. Clifford, re: providing input on committee. Attached: *Teacher Training at St. Lawrence College Saint-Laurent: A Discussion Paper.*

- Letter dated September 3, 1986 from A. Guldemond to R.G. Sheridan, re. teacher education.

- Letter dated September 10, 1986 from L. McBurney to The Hon. G. Sorbara, re: MCU policy with respect to teacher education.

- Letter dated October 2, 1986 from V.-D. Girhiny to M. Fullan and M. Connelly, re: Ministry document "Expanded Background - Affirmative Action in School Boards." Attached: Ministry of Education. *Expanded Background: Affirmative Action in School Boards* (internal Ministry document).

- Memorandum dated October 3, 1986 from R.G. Sheridan to N. Watson, re: Graduates of Additional Qualification Courses in the Last Five Years.

- Letter dated October 3, 1986 from G.N. Wilson from J.F. Clifford, re: concerns of Ontario Industrial Arts Teachers' Association re teacher education.

- Letter dated October 7, 1986 from J.W. MacDonald to M. Fullan, re: submission of "Teacher Education in the Late 80's and Beyond."

- Letter dated October 15, 1986 from A. Guldemond to N. Watson, re: recommendations from the OACSS, OCSTA, OCSAA and Redeemer College for the Teacher Education Review Project.

- Letter dated October 20, 1986 from D. Studd to M. Fullan, re: Ontario Co-operative Education Association. Attached: correspondence between P. Lalonde and W.J. Holtham re concerns about Additional Qualifications courses in Co-operative Education.

- Memorandum dated October 31, 1986 from R. Courtney to M. Fullan, re: Forum for Arts and Media Education. Attached: documents pertaining to admission criteria for arts education.

- Letter dated November 6, 1986 from R. H. Topp to J. Scane, re: interim results of survey of Additional Qualifications Courses.

- Letter dated November 13, 1986 from V.-D. Girhiny to M. Fullan, re: Reform in Teacher Education. Attached: "First Come, First Served," *Valley Journal*, Wednesday, August 25, 1976; V.-D.R. Girhiny, *Reform in Teacher Education: A Comparative Study of Two Innovative Programs Offered at the Ontario Teacher Education College - Hamilton*, 1978.

- Letter dated November 28, 1986 from R.G. Cooper to Dr. M. Connelly, re: suggestions regarding teacher education in Ontario.

- Telephone call July 10, 1986 from Dr. O. Klein, to M. Connelly: re: Early Childhood Education training. Further telephone conversation with Nancy Watson.

- Telephone call July 14, 1986 from D. Cole. Re: Early Primary Education Project Report.

C. Submissions to Researchers

Items listed in this category were primarily from major stakeholders, identified by the Steering Committee and specifically invited to submit proposals concerning the future of teacher education in Ontario.

I. Faculties of Education

- Ontario Association of Deans of Education (OADE)

- Brock University (personal submission from Dean Atherington)

- Lakehead University

- Laurentian University

- Nipissing University College

- Queen's University (comments and relevant articles)

- University of Ottawa

- University of Toronto (personal submission from Dean J.W. MacDonald)

- University of Western Ontario (update of information in Faculty Profiles)

- York University

II Major Stakeholders

(a) Teachers' Federations

1. Oral submission from Ontario Teachers' Federation, and from each of its five affiliates. (Association des enseignantes et des enseignants franco-ontariens [AEFO], Federation of Women Teachers' Associations of Ontario [FWTAO], Ontario English Catholic Teachers' Association [OECTA], Ontario Public School Teachers' Federation [OPSTF], Ontario Secondary School Teachers' Federation [OSSTF]).

2. Ontario Teachers' Federation. *OTF Position Paper on Teacher Education*

3. Federation of Women Teachers' Associations of Ontario. *FWTAO Input to the OISE Research Team for the Provincial Study on Teacher Education*

4. Association des enseignantes et des enseignants franco-ontariens (AEFO) (1985). *La formation a l'enseignement*.

(b) Other Major Stakeholders

1. Association des surintendants franco-ontariens/French Language Superintendents' Association of Ontario (ASFO)

2. Ontario Association of Alternative and Independent Schools

3. Ontario Association of Education Administrative Officials

4. Ontario Catholic Supervisory Officers' Association

III Other Submissions

1. J.W. MacDonald. *Teacher Education in the Late 80's and Beyond*

2. Ontario Alliance of Christian Schools. *Teacher Education Review Project*

D. Miscellaneous Documents

Materials listed in this category are mostly unpublished informal documents, brought to our attention in various ways, and bearing on a range of issues discussed in the position paper.

1. Excerpt from Department of Education and Science Circular No. 3/34 Initial Teacher Training: Approval of Courses. April 1984.

2. Grapko, M. The Role of Faculties of Education in the [illegible]mentation and Evaluation[illegible]tional Change. A [illegible]Phase 1. French-language Resources and Graduate Studies at OISE: A Report to the Joint Council on Education. June 1986.

4. Hunt, D.E. Staff Development: Inside-out or Outside-in? December 1986.

5. MacDonald, J.W. Report of British Council Supported Tour of United Kingdom Teacher Education Institutions. November, 1986.

6. McMaster University, Faculty of Health Sciences. Outline of the medical program at McMaster University.

7. Memorandum dated August 7, 1986 from B.J. Shapiro and A.K. Adlington to Steering Committee: Teacher Education Review Committee.

8. Ministry of Colleges and Universities. Status Report Teacher Education Review, Submission to Management Committee. 1986.

9. Ontario Public School Teachers' Federation Report of the Task Force to Study the Hiring and Transfer of Male Teachers.

10. Report of the Appraisals Committee: The Ontario Council on Graduate Studies Periodic Appraisals - Programmes in Education. Re: Review of Faculties. 1985.

11. Report of the Basic Level Education Project. March 1985.

E. Interviews

The following persons described their perceptions of the key issues facing teacher education in Ontario.

- Mr. A.K. Adlington, Deputy Minister of Colleges and Universities.
- Mr. D. Green, Acting Deputy Minister of Education.
- Dr. B.J. Shapiro, Deputy Minister of Education.
- Ms. S. Hogan, Director: Centre for Primary and Junior Education, Ministry of Education.
- Mr. J. Boich, Executive Director, Ontario Association of Education Administrative Officials.

F. Teacher Education Literature

We read widely in the large body of teacher education literature, covering both research and policy. Starting with the Russell literature review referred to earlier, we developed an extensive bibliography while preparing the position paper. A "Selected Bibliography" is included with this position paper, but a full bibliography (some three hundred items) is available from the Ministry of Colleges and Universities.

Appendix 3:

Working Papers Used in the Report

These working papers are available from:

Mr. Robert Sheridan
Coordinator: Teacher Education Section
University Relations Branch
Ministry of Colleges and Universities
9th Floor
Mowat Block
Queen's Park, Toronto
M7A 1L2

1. Teacher Education: A Bibliography

2. Summaries of Major Submissions
   - 2.1 Faculty of Education Profiles
   - 2.2 Teachers' Federations
   - 2.3 Educational Associations
   - 2.4 "Future" Statements from Faculties of Education
   - 2.5 Inservice Programs of Teachers' Federations and School Boards

Appendix 4:
Selected Bibliography on Teacher Education

These are references we have found particularly useful.

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Appendix 5

Correlation of Issues (Chapter 2) and Subsequent Recommendations (Chapter 4)

Many issues were raised during the course of our study and we have made recommendations concerning most of them. Some of the more specific issues are not dealt with directly because our intention was to provide a more general framework within which more detailed matters may be considered. Our recommendations do, however, have built-in mechanisms for addressing specific regional and provincial issues of concern to the Franco Ontarian, multi-ethnic communities and other interests.

The following indicates the correspondence between issues identified in chapter 2 and the recommendations in chapter 4 although we urge the reader to examine the proposals in full in the report.

	Issues	Recommendations
A. Faculties of Education		
1.	Insufficient funding for faculties of Education	
2.	Scarcity of qualified faculty	5.12
3.	Need to have more faculty members	(5.11), 5.12
4.	Lengthen consecutive course	5.5
5.	Faculty members vs research	5.11, 5.13
6.	Practicum problems	5.9, 5.10
7.	Insufficient Franco-Ont. qualified faculty members	4.12
8.	Need to enlarge francophone faculties -secondary school teachers at Laurentian, D.Ed. at Ottawa	5.12
9.	Preservice program is too overloaded.	5.5
B. Teachers' Federations		
10.	Insufficient teacher education research done.	5.11, 5.13
11.	Faculty members are not up-to-date with current research.	5.11
12.	Preservice program needs rethinking.	5.5

13.	Induction program for beginning teachers.	6.1, 6.3, 6.4
14.	Improvement of cyclical reviews.	3.2, 3.3
15.	Better professional development opportunities for small and remote boards.	2.1, 1.4
16.	Inservice programs - more attention to implementation of new curricula.	1.2, 1.4
17.	Reconsideration of practicum and/or internship and of recompense for associate teachers.	5.8, 5.9
18.	Governance of teacher education MOE or MCU?	3.4
19.	Admission criteria for preservice program.	5.1
20.	Emphasis on interrelatedness of theory and practice.	Throughout report
21.	Sex-role stereotyping training.	
22.	Improvement of AQ courses.	4.2, 4.3
23.	Input of federations to admission criteria for preservice.	
24.	More emphasis on Franco-Ontarian needs in francophone faculties.	
25.	Specialist courses in religion, computers, French immersion, generalist.	
26.	Faculties of education should develop courses to retrain redundant teachers.	
27.	Universities should not make a profit on faculties of education.	5.4

C. Other Educational Associations

28.	MOE should play a central role in governance.	3.3, 3.4
29.	Admission criteria should permit a wider spectrum of candidates to enter teaching profession.	5.1

30.	Need a solid rationale to lengthen preservice program.	5.5
31.	Boards should be given incentive grants to assist new teachers.	1.4, 2.1
32.	Permit practica in independent schools.	
33.	Closer collaboration between francophone faculties at Ottawa and Laurentian, and a D.Ed. program at Ottawa.	5.12
34.	Faculty members should regularly arrange secondments with school boards.	5.6
35.	Inservice programs need more careful planning by school boards, faculties and the Ministry.	1.1, 1.2, 2.3, 4.3 6.4, 3.1

D. Franco-Ontarian Researchers

36. Clarification of control concerning collaboration between the francophone faculties.

37.	Problem of francophone teachers isolated in anglophone boards.	1.2

E. Researchers

38.	Faculty Renewal	5.12
39.	Research/Knowledge Production	5.11, 5.13, 5.14, 3.2
40.	Admission/recruitment procedures	5.1, 5.2
41.	Role of university.	5.2, 5.3, 5.4, 5.6, 5.7, 3.3
42.	Associate teacher/practicum	5.9, 5.10, 6.2, 3.2, 3.1
43.	Teacher orientation/induction.	1.4, 5.5, 5.8, 6.1 6.2, 6.3, 3.1, 3.2
44.	Inservice/AQ	1.1, 1.4, 2.1, 2.3, 4.2 4.3, 3.1, 3.2
45.	Program review	5.5, 5.7, 5.8, 3.2

46.	Demographics/teacher needs.	5.12
47.	Special issues.	
48.	Franco-Ontarian teacher needs.	5.12
49.	Enhancement of the profession	1.3, 1.4, 2.1, 2.2, 2.3, 4.1, 6.2